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Invites delegates to visit booth at Grand Rapids Conference and to attend meeting in Fountain Street Church at 3:30 P.M., May 29th on THE SIGNIFICANCE OF CONSUMER CREDIT IN OUR MODERN ECONOMY. Chairman of meeting: Karl de Schweinitz. Speakers and discussants: Dr. Raymond Rodgers, Dr. William T. Foster, Dr. Rolf Nugent, Dr. Robert W. Kelso. Open Discussion.

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AMERICAN LEGION

National Child Welfare Division

AMERICAN NATIONAL RED CROSS

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- Consultation service and exhibits

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Joint Meeting with National Committee on Volunteers in Social Work, Wednesday afternoon, May 29

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May 27-31. Civic Auditorium.
Consultation Service. ESWC Booth. Program.
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Family Social Work Dinner, Thursday, Hotel Pantlind
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Publications Display: Civic Auditorium,
THE FAMILY, books, and pamphlets

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May 28—"Information Please" on any aspect of Life Insurance and Social Work.
May 29—*State Regulations on Life Insurance and Relief*, and Social Work Teaching and Life Insurance.

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May 27—2-3:30 P.M. Annual Meeting, Fountain Street Church
May 27—4-5:30 P.M. 2 Round Table Groups, Fountain Street Church
May 29—1-3 P.M. Luncheon, Hotel Pantlind
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Consultation Service and Exhibit Booth at Headquarters

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May 30, 6:00—Dinner, Y.W.C.A. delegates

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Breakfast meeting Tuesday, May 28 and luncheon meeting Wednesday
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Consultation service and literature at Society's booth
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So They Say

• There is more stupidity than wickedness in the world.—DAVID LOW *in The Listener.*

• They [sociologists] do not know how to know people.—JEROME DAVIS *in American Sociological Review.*

• The college exists to teach the students to think as straight as possible, but to think always for themselves.—ROBERT M. HUTCHINS, *president, University of Chicago.*

• The Welfair Dictator up here wont give me no old age Insistence. Will you please fix him up so he cant dictate like that.—*Letter to Indiana State Welfare Department.*

• Perhaps we Americans need to be warned against the fallacy of a certain *a priori* approach which assumes that God's imprimatur on American ideals gives them universal validity.—CARL E. SCHNEIDER *in The Christian Century.*

• I want you to know that I sure do thank you for the check every month. I wish it was possible for you to give me more and I know you would if you could. I sure thank you so much. This is to let you know that I am thankful for the help.—*Letter to the Arkansas Department of Public Welfare.*

• The popular impression of hard-hearted politicians in smoke-filled rooms, plotting to starve innocent men and women [on relief] may be good color for the movies, but it is not reality. What is real is gatherings of business men, lawyers, and politicians struggling hopelessly with subjects they know nothing about.—EDWARD CORSI, *deputy commissioner, New York City Department of Welfare.*

• An optimist of the first water is a person who expects to hear a candidate say something original.—*Editorial, St. Louis Star-Times.*

• It is perhaps the greatest folly of which a nation can be guilty to attempt to use poverty as a sort of punishment for offenses that it does not send people to prison for.—GEORGE BERNARD SHAW.

• Liberal education should free the intellect. But of course my saying that does not do my generation any good—it sees red when the word "intellect" is mentioned. The word has become debased.—STRINGFELLOW BARR, *president, St. John's College, Annapolis, Md.*

• I stand in this whirlpool . . . as nobody's yes-man . . . and when it happens I no longer own the priceless piece of territory under my own hat . . . then I will know I am one of the moving, walking, stalking, talking, unburied dead.—CARL SANDBURG *in "The People, Yes."*

• To tell people they can do as they please, to give them in democracy free speech, free press, free assembly, is not the solution of the problem. That is the problem. No other way of life so much as democracy calls for intelligence, character, and moral responsibility inside the citizen.—THE REV. HARRY EMERSON FOSDICK, *Riverside Church, New York.*

• Everything that happens in life happens sooner or later in a settlement.—HELEN HALL, *Henry Street Settlement, New York.*

• We are driven to conclude that the field of social work is wherever social workers are employed.—VIRGINIA P. ROBINSON, *Pennsylvania School of Social Work, to the American Association of Schools of Social Work.*

• Any attempt to keep the hand of the past on the pulse of the future, to solve the problems of tomorrow with the mechanisms of yesterday, can, at best, be only indifferently successful.—JOHN D. ROCKEFELLER, JR. *at annual meeting of Rockefeller Foundation.*

• We do not need a million heroic dead; we need the million young lives to help us make something better out of our democracy than the mixed and spotty system that the totalitarians have been able to challenge plausibly.—ALVIN JOHNSON, *New School for Social Research.*

• Political control of an organization by a reactionary or radical minority is always due to the lethargy of the majority. Withdrawal of the majority or expulsion of the minority on account of policies is . . . not a democratic solution of the problem.—PROF. FRANZ BOAS, *Columbia University.*

• You can get money fairly easily for new prison buildings, especially if a timely riot gives dramatic emphasis to the problem of overcrowding; but try to get money for a doctor or a psychologist, for a social worker or a vocational instructor, and you will find that the state is very short of funds.—AUSTIN H. MACCORMICK, *New York, to the American Prison Congress.*

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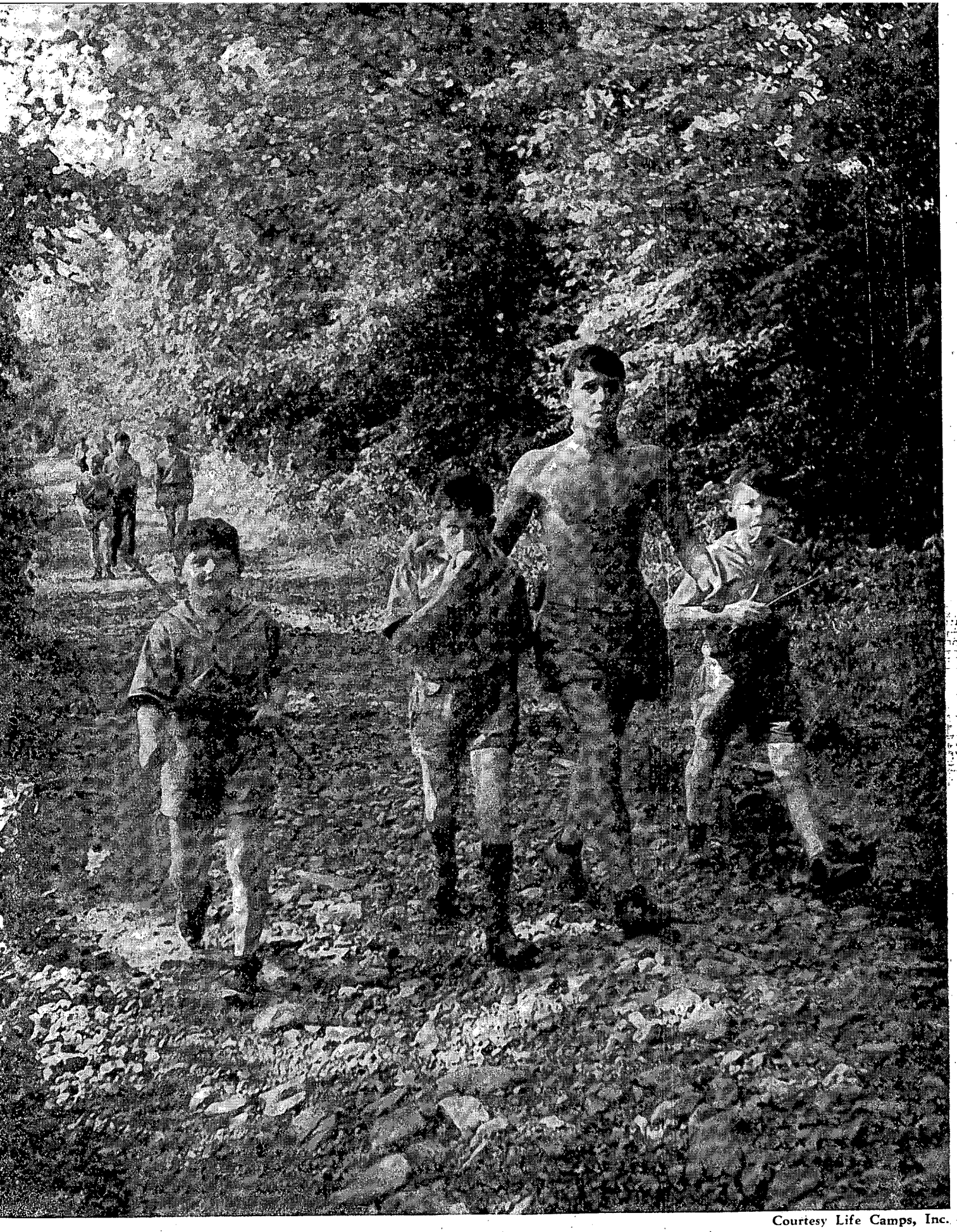

Courtesy Life Camps, Inc.

"OH, BOY!"

(See page 165)

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SURVEY MIDMONTHLY

MAY 1940 VOL. LXXVI NO. 5

Local Work for Relief

By CORRINGTON GILL

Assistant Commissioner, Work Projects Administration

THE New York legislature recently has passed a bill providing work for relief. The bill was backed by the State Association of Public Welfare Officials and was opposed by the New York State Board of Social Welfare. It was vetoed by Governor Lehman who held that it would "substantially increase" the cost of relief. In attempting to establish a relief work program, the state legislature is following in the wake of a current trend—a trend occasioned by the lack of sufficient federal appropriations to employ all the needy able-bodied unemployed, and by the growing public sentiment against the dole.

What are these local relief work programs? How extensive are they? How did they originate? How many people are employed on them? How do their costs compare with WPA costs? Are they of value to the municipality and to the worker? Do they make any real contribution to the problem of taking care of our unemployed?

Today, relief work programs are operating in at least twenty-four states. Nine other states have legislation authorizing them. In some states they operate on a very small scale, while in others they are fairly extensive. In terms of actual workers employed, however, these programs are not yet very large. Complete data are not available, but sixteen of the twenty-four states report approximately 120,000 workers employed. At most, the total in the twenty-four states probably will not exceed 180,000, or about 8 percent of present total WPA employment. In individual states the percentage of total relief families with relief work jobs ranges from less than 2 percent in Virginia to over 25 percent in Kansas.

Relief work programs have grown fairly rapidly within the past two years. What is the reason for this growth? It is undoubtedly due, in part, to the recognition by the general public of the advantages of work over direct relief. These "little work programs" are an attempt on the part of the localities to do away with the dole for people who are able to work. Idleness for able-bodied men and women is not relished by the American people. We Americans believe that work is beneficial to the health and morale of our people; we believe in preserving the skill and work habits of our workers. The unemployed want work and the American people believe in giving them work.

Another reason—and a major one—for the outcropping of these programs is found in the fact that the federal WPA cannot provide jobs for all of the needy unemployed. At present there are over a million persons eligible for the program who are on waiting lists, but cannot be employed on WPA because funds are not available. WPA does not have an unlimited amount of money; it must operate within a specific appropriation of Congress. It can furnish only those jobs for which it has funds.

This financial limitation, plus the fact that WPA sponsors in some areas have been unable or unwilling to furnish 25 percent sponsors' contributions, as required by Congress on a state basis, plus the additional fact that the WPA is prevented by law from employing aliens, accounts for the large number of employables on local relief rolls.

Some reasons for the local work programs, therefore, become obvious, but there are others.

IN some communities relief work is no more than an adaptation of the "work test." The applicant must "work" to prove his "worthiness" to receive relief—a concept reminiscent of the early pauper laws. In other areas local officials simply have seized the opportunity, created by a glutted labor market, of getting jobs done cheaply.

The majority of relief workers are engaged in unskilled maintenance work and frequently are performing regular functions for which it would otherwise be necessary to employ regular municipal workers. There are very few white-collar jobs provided. For the most part workers are trimming bushes, cutting grass and weeds in city parks and along highways, acting as janitors, cleaning and making minor repairs on public buildings, cleaning streets, and doing light maintenance work on streets and highways. In some communities they are collecting garbage. In one eastern city, when the sewage disposal plant became stopped up, relief workers had to clean the disposal vats because the city engineer stated that there were no other funds available. An inventory of available relief labor was taken in Pennsylvania in November 1939. At this time the state had only been able to find jobs for a relatively small number of relief recipients. The result of the inventory indicated that only 37.6 percent of the employable persons on

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relief were unskilled workers, yet 88 percent of the persons employed on relief were working as unskilled common laborers.

There seems to be no doubt that relief labor is displacing municipal workers in many communities. A number of cases of this sort are already on record. For instance, in one middlewestern city a landscape gardener was discharged, as an economy measure, from his $30-a-week municipal job. Soon he had to apply for relief. As a relief worker he was assigned to the very same job at $15.80.

There is an inherent trend in these local work programs of a large displacement of municipal employes by cheap relief labor. The *Cincinnati Post* of March 29, 1940, in an editorial, recognizes the danger:

> Another instance of the use of 25-cent-an-hour relief workers to replace regular employes of the city of Cincinnati has come to light.
>
> The city maintenance superintendent explains the use of city relief workers on a construction job by the fact that the appropriation was insufficient to permit the hiring of all workers at the prevailing wage scales.
>
> A single instance of this kind may not be all-important but, if it represents a trend, we say it is an extremely dangerous policy for the city administration to embark upon. Let there be a continuance of "insufficient appropriations" for projects and we would soon see the beginning of a gradual breakdown of the whole wage scale in city service.
>
> We believe the city ought to be "a very model" of a good employer. Paying men 25 cents an hour—in addition to the fact that these relief workers are not on the city's classified civil service—is a serious departure from this standard.

The real danger—if I may use so strong a word—of these relief programs comes not only from the fact that a number of people are doing relatively useless work, or that some communities are taking advantage of the unemployed by forcing them to do regular city work for substandard pay, or even that wage standards for non-relief workers in some areas may be depressed. There is also real danger in the fact that certain politicians have pounced on the "merits" (low cost) of these "work programs" to advocate that relief be "returned to the states" for the sake of efficiency, clean politics, and economy.

We shall hear these slogans bandied about a good deal in the next six months. They bear examination.

First, as to efficiency. What are the facts? We all know that any work program, in order to reach a stage of acceptable efficiency, must meet certain criteria. The program must be well planned, particularly in its relations to the numbers and skills of the available qualified workers and the work that needs doing. The program must be well coordinated to run smoothly and efficiently. Trained administrative and supervisory personnel are essential. Any work program established to employ relief labor must have competent engineers, personnel experts, labor relations advisers, social workers, and other trained administrative personnel in order to function efficiently. Only three of the twenty-four states where relief work is known to exist provide for any state control. In the remaining states the initiation and operation of relief work is left to local relief officials and municipal officers such as township trustees, county commissioners, and city councils. There is definite lack of the necessary trained personnel.

There is little evidence in the state and local programs of project planning or of any consideration of the skills, aptitudes and abilities of the workers. In most of the communities, emphasis is placed on getting regular maintenance work done cheaply, instead of upon the preservation of the skill of the worker. In several states, relief workers are not protected by workmen's compensation, even though they are employed in hazardous occupations. Employable relief recipients are placed on any available work, and often the responsibility of supervising them is only an added duty which falls upon city or county engineers, township trustees, or other such officials, who are for the most part disassociated with the relief program with little or no knowledge of the difficulties under which the unemployed exist. Frequently foremen chosen from the relief rolls receive no extra pay to supervise other relief workers.

These deficiencies inevitably result in inefficient operation. Such factors as rapid turnover of labor and supervisory personnel when jobs in industry become available, carrying on outdoor work in the winter season, shutting down projects when labor is needed on farms or in factories, these and other difficulties are inherent in the operation of any work program. It has taken the WPA several years of consistent planning and hard work to minimize these difficulties. But add to them such additional factors as inadequate planning, lack of coördination, extremely low standards of work and pay, and efficiency practically disappears.

As to politics in relief, "local control to eliminate politics" may seem a convenient battle cry, but the politicians themselves know better. I know, as does everyone else, that an institution or organization is better protected from politics under a national administration than under thousands of local political groups. Certainly there is far less politics in the WPA than there was in the FERA program which was largely controlled by state and local units.

AND now for the argument about economy, about the cheapness of the "little work programs." We hear this argument frequently. One city manager claims he can operate his local program for one third of the cost of WPA. Actually the cost of his program is 55 percent of the cost of WPA, when costs are put on a comparable basis. Let us examine the reasons for this difference.

The principal reason is the obviously inadequate amounts paid to the workers. On practically all of these programs, workers are paid on a budgetary deficiency basis. This means that they are paid only enough to meet their most urgent needs for the period during which the grant is made. They are then required to work the necessary number of hours to equal the amount of the grant.

The WPA pays, on an average, approximately $54 a month to its workers. This amount is paid in return for 130 hours of labor. Is an average of $54 a month too high for a man who is supporting a family? Those who have studied living costs in this country know better.

Let us contrast this wage base with the wages paid on local work relief programs. For the month of February 1940, the average relief grant for the United States was between $24 and $25 a month. The average wage on local work programs was about the same.

It is misleading to speak of "wages" at all in relation to the majority of local work relief programs. Except in large cities, the prevailing method of payment is in food or grocery orders rather than in cash. Local officials even have been detected paying for local relief work with federal surplus commodities.

The total work relief income per recipient in Cincinnati averages about $31 per month. Relief grants in Chicago are about the same. The average WPA wages in Cin-

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cinnati (Hamilton County) and Chicago (Cook County) are $65 and $67.50 per month, respectively. In rural Ohio relief grants average about $12 a month, compared with average monthly WPA wages of about $45; in downstate Illinois, relief grants average about $17.50 per month, average monthly WPA wages, $55.

What other savings are made in the operation of local relief work programs? Savings can be made by purchasing less material. Certainly it cannot be maintained successfully that thousands of individual localities can purchase materials, tools, equipment, and supplies, cheaper than can the federal government. The savings would have to come by cutting down on materials, which, of course, means cutting down on the worthwhileness and value of the projects to the communities in which they operate. Without bricks, lumber, cement, and steel, you cannot build schools, libraries, bridges, airports, roads, and other necessary public improvements. The farther you cut into this type of expenditure, the closer you get to leaf-raking and made-work.

What about administrative expenses? The cost of administering local relief work programs in those areas for which figures are available ranges from 10 to 20 percent. Admitting that administrative costs for the two types of programs are not entirely comparable, there is still sufficient difference to indicate that the administrative costs of operating relief work programs is much higher than the 3.7 percent spent on administering the WPA. Obviously, then, there can be no savings here.

I think I have given enough statistics to show how savings are made on these little work programs. They are made primarily at the expense of the workers. This process can go on indefinitely—until you get to zero.

I might point out that these savings are also made at the expense of the communities. In place of tangible assets, in the form of roads, parks, hospitals, schools, and so on, the communities can show practically nothing as a result of their local so-called work programs. The effect of this type of program on the workers themselves needs no comment.

WHAT is the solution to this problem? I sympathize with state and local officials who have large numbers of employables on their relief rolls. I can sympathize with their attempts to put these employables to work. But a relief work program is not the solution. We have been through the experiences of relief work under the old FERA, when budgetary deficiencies determined the number of hours people worked, when there was little coordination and little uniformity in employment or in wage standards. We know the deficiencies of that program. Why revert to a program which is even less satisfactory? Intelligent people are supposed to profit by experience.

We shall approach a solution, I believe, when the country as a whole realizes the immensity of our unemployment problem; and, more important, when we all realize that it is no longer an emergency problem but one which will remain with us for many years. We shall come closer to a solution, too, when we realize that unemployment in this country is, and will continue to be, a national problem. Then we can proceed to a realistic handling of it.

The American people believe in work for the unemployed. They believe in *real* work, not in made work or in makeshifts. A real work program costs money, but it is worth the cost, both for its conservation of skills and manpower and for its creation of permanent public facilities which add to the wealth of the nation.

Man's Estate

By WILLIAM H. MATTHEWS

For ten long years they've trod the path of woe,
Despair and misery have been their lot;
In agony of mind and heart they watched
As poverty its baneful shadows spread
About their homes where hope and joy had lived,
When years gave promise of reward through work.

Not without struggle did they yield the place
Won for themselves by toil and sacrifice;
They had not lived their years in sloth and ease;
What they possessed had come from work performed
In every corner of the nation's life.
Letters that told of jobs long held, well done,
They showed as proof of worth and faithfulness.
No path they left untrod, as wearily
They sought a way by which they might maintain
Their self-respect as earners of their bread.

Baffled, depressed, as month succeeded month
Of fruitless quest, of day-to-day defeat,
With savings gone, the end of credit reached,
With rent unpaid and fear lest any day
Eviction from their homes would be their fate,
In sheer necessity they turned at last
To take a place with those who felt less shame
In being classified as "on relief";
Huddled on benches, waiting hour on hour
'Till called to tell their story of defeat,
They wondered if it was to be their fate
To end their years among the destitute.

For ten long years—must it go on and on,
This bitter crushing of men's hopes and dreams?
Throughout the land they call to be released
From pauper's state, to have returned to them
Their heritage, a chance to work and buy
With money earned the things by which men live;
To hold to man's estate, to gain in worth,
And looking upward, walk with self-respect.
They ask not to be classified as men
Who *choose* to live on pittances and doles
Bestowed on them by government decrees
At time when fear laid hold upon the land
Of what might be if hunger pressed too hard
On men denied the right to live by work.

What then the way by which shall come return
Of confidence, release from doubt and fear?
Recrimination, charge and countercharge,
Scheming and subterfuge, bitterness and hate,
From these no harvest comes save of like kind.
Let past be past, no matter where the fault
That brought such breakdown to the nation's life;
Let those who hold high places in the land,
In government, in labor, industry,
Give of their strength, intelligence and zeal
To winning back all worth that has been lost
In selfish strife for power, position, wealth;
Content to win the greatness that shall come
To those who labor for the common good;
Building a road for common man to tread,
A road where equity and tolerance shall rule,
Where men may work and win as their reward
The things that minister to body and to soul.

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Merit Systems for the States

By HARRY MARSH

Personnel Director, State of Connecticut

After June 1, Field Representative, National Civil Service Reform League

A NEW chapter is being written this year in federal-state relationships. Under the amendment to the Social Security Act passed last August, negotiations are going forward to bring all state and local administrations handling security board funds abreast of minimum personnel standards based on merit. This is an advance of first importance in public service since it protects the widest American services dealing with human beings.

At the time the merit system amendment was adopted, social security agencies in ten states were operating under state civil service systems. Twenty-one other states had some kind of merit system for unemployment compensation personnel; five, for public assistance personnel; and one, for unemployment compensation and public assistance jointly. The amendment placed on the Social Security Board an obligation to see to it that all forty-eight states, two territories, and the District of Columbia establish and maintain a system for the employment of personnel on a merit basis "after January 1, 1940," if the states were to continue to receive federal grants-in-aid.

The board, on November 1, 1939, after conferences with committees of the American Public Welfare Association and the Interstate Conference of Unemployment Administrators, issued a statement of standards for merit systems in state employment, security, and public assistance agencies based on experience of state agencies already operating under merit systems. As things have developed, the word *after* (January 1, 1940) became the fulcrum of the program. The time was too short to expect state action by the given date, but commitments, state by state, were sought. All states now either have agreed to the standards promulgated by the board or have submitted rules and regulations for a merit system and a schedule as to when these will be put into effect. The board has approved schedules which mean that the merit system should be in complete operation by January 1, 1941.

Meantime, up, down, and across the country, there has been much ferment over the local implementation of the amendment and of the board's rulings, with some criticism of the law and of the board's procedure and some lip service to the principle of the merit system.

One of the chief criticisms of the board has been of undue haste. The board has insisted upon acceptance on the part of each state of the principles of a merit system as indicated in the November 1 standards, and has required a statement from each state as to constructive steps to put a merit system into effect, expecting that during 1940 each state will reach the goal of a system in complete operation. However, the standards of November 1 were so vague in some respects that when the states sought to "interpret" them they found themselves in trouble with the board. For example, the board said that after examinations "a limited number" of names should be certified from the top of the list from which the appointing authority might make a selection. Later, it turned out that the board meant *three* names. This, of course, is what the board should have said in the first place. On the other hand, the board permits multiple certifications from local, district, and statewide lists; but selection must be from one of the first three names on one of these lists.

Again, the board said that if in any state there was a statewide civil service system in existence under standards substantially equivalent to those recommended by the board, such a system would be approved. But it turns out that no state merit system satisfactorily covered state, county, and town employes. Local adjustments are required to bring up to board standards the employments in various subdivisions of states where the merit system is well established in the central agency. These adjustments necessarily take time, and arbitrary methods will not hasten them. The board's staff is aware of the many difficulties and is prepared to assist the states in working out these adjustments.

Protests from state agencies as to the application of Washington's merit system standards have turned generally on five questions:

Why not "cover in" all the incumbents of positions without any examination?

What constitutes proper examinations? Why not make them non-competitive?

Why cannot the agency charged with responsibility for social security administration conduct the examinations?

Why limit certification of eligibles to the three highest on the list?

Why is classification of the positions in social security agencies essential, and why are minimum qualifications for entrance into the service necessary?

To answer the specific objections implicit in these questions would require a lot of space, as well as detailed knowledge of local conditions in each case. Certain general arguments may be set down here which have direct bearing on all local situations.

The Problem of Incumbents—When a merit system is applied to any going agency or jurisdiction, there is always the problem of how to treat the incumbents of positions. It may be assumed that in practically all cases the incumbents, whether or not they have been appointed by reason of their fitness, have attained some degree of proficiency through experience. There are three methods of handling incumbents:

To give them full status as permanent employes under the merit system without any examination.

To require them to compete in open competition with outsiders and, in order to retain their positions, to be certified in accordance with their rank on the list.

To administer a "qualifying" test of their fitness as a prerequisite to retention.

Objections to the so-called "covering-in" process without any examination are obvious. Many incumbents have secured their positions because of political or personal connections with the appointing authority and may or may not

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have minimum qualifications. Naturally those who come on the staff as a result of open competitive examinations resent the presence there of political appointees or persons who do not possess qualifications for their work. Friction is almost inevitable. It is desirable, therefore, that some evidence of qualifications be exhibited by incumbents before they acquire status under a merit system. Local conditions may well be considered carefully with respect to the best process: that is, as to whether incumbents should be required to take their chances with all outsiders and be certified in the regular order for permanent appointment; or whether they should be given a qualifying examination without competition with outsiders.

An effective compromise between the two methods, often utilized and recommended to the states by the Social Security Board, permits all incumbents to enter examinations whether or not they possess the minimum qualifications. If they succeed in attaining a place on the final list of eligibles, they may be certified for permanent employment regardless of their rank on the list. This process is substantially the same as a qualifying examination, although the incumbent actually will have entered into competition with others from the outside. No valid criticism can be made of the retention of incumbents upon this basis. It assures to the state or the local agency the services of many experienced persons who have demonstrated by the examination itself their ability at least to meet the minimum of standards fixed in the examination.

A Competitive Examination and Why—A merit system examination for any position in the field of social work requires first of all the element of competition with "a fair field and no favor," as Theodore Roosevelt used to say. The generally accepted standards for such an examination include a careful analysis of the duties of the job and a statement of the minimum requirements of experience and technical training necessary to discharge them. These should be accompanied by an analysis of the market value of the services to be rendered and the establishment of a rate of pay commensurate with that value. Next, an effort should be made to recruit the best available applicants. In the announcement of the plan, the parts of the examination and their weighting should be indicated: experience and training, a written test, and an oral interview.

Possibly for some of the higher administrative positions a written examination is unnecessary, but it always is desirable where there is a large number of candidates. If all the applicants live within a comparatively small area, the written examination should be given in one place only. When distance is a factor, simultaneous examinations may be held in several locations. An examination may be given at the same time in different parts of the country by arranging with existing agencies, such as civil service commissions, to administer it.

The anonymity of candidates should be preserved in a written test, with the applicant identified only by a number. The papers should then be scored by a competent examiner or a committee of examiners who have specialized knowledge of the subject matter. The questions in the written examination should be practical, not tricky, designed to give each candidate opportunity to demonstrate his technical knowledge and judgment as they relate to the duties of the position he is seeking.

Candidates found qualified by the written examination for all administrative and supervisory positions and for positions which involve public relations of any sort, should then be summoned to an oral interview conducted by a committee of persons carefully selected on the basis of their standing in the community and their disinterestedness, as well as for their knowledge of the duties of the position. A definite, objective plan for the oral interview should be determined in advance so that each candidate will be treated substantially alike. These interviews make it possible to compare the relative qualifications of the candidates as to personality, appearance, manner, speech, articulateness, poise, judgment, and quickness of comprehension. Scales should be prepared in advance by which each candidate may be scored by members of the committee. Such scales are in common use by all public personnel agencies. The procedure is comparatively simple and easy to follow, requiring very little background of experience.

Although the practice is not approved by the Social Security Board, I believe that at the oral interview the examining committee should be equipped with a key for scoring the relative value of the experience and training exhibited by each candidate on his application form. While *length* of experience and training should be recognized in the scoring, the *quality* of the experience and training is probably even more important. In the key for this scoring at least three or even five levels of quality should be established. In advance of the oral interview it is desirable that an experienced examiner indicate a tentative score for experience based upon the written statement of the candidate. The final scoring of experience and training by the examining committee at the oral interview is a safeguard against injustice to the candidate. It should be done, however, on a strictly objective basis and with the examining committee using the utmost care to prevent personal prejudices from creeping in, as it also must do in its appraisal of the personal qualifications of the candidates as they are exhibited in the oral interviews.

The combination of the scores in the three parts of an examination, made on the basis of relative weights given to each part, will indicate substantially the comparative value of the qualifications of each candidate as against the qualifications of all the others. With the names set down in the order of the scores, the resulting list will represent the candidates in the order of their relative excellence. From this list of eligibles, appointments are made to vacancies as they arise. It is probable, however, that the list will become obsolete in about two years and a new examination should be held and a new list established within approximately that length of time.

Examinations Removed from Appointing Authority—The examining function should be performed by an agency entirely separate from the control of the appointing authority. The reasons for this are many, but the most obvious one is that the merit system is intended not only to secure the best person for the job but to relieve an appointing authority from possible pressure to appoint particular individuals regardless of their qualifications. Whether or not the appointing authority has sufficient independence to resist pressure, there is constant suspicion on the part of the public that, if he is in control of the examining process, he may use his influence to bring about the appointment of his friends. The only possible way to counteract this understandable suspicion and dispel criticism is to remove the examining process entirely from the jurisdiction of the appointing authority.

Further, it is important that the appointing authority have no knowledge of the content of written questions or of

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an oral interview. On the other hand, there is no objection and it is perhaps quite necessary for an examining committee to discuss with the appointing authority in advance of the examination the duties of the position to be filled. Presumably, the person best informed as to those duties is the head of the agency. But in any case, the committee should be at pains to equip itself on this point with as many details as possible.

Decision as to the qualifications of candidates—technical, personal, and as to experience and training—must be left entirely in the hands of the examining committee. Under the standards set by the Social Security Board, the appointing authority may have a hand in naming the Merit System Council responsible for administering the examination system. This is dangerous and sooner or later is apt to cast discredit upon the work of the council. The council should be appointed by the governor of the state, and be responsible solely to him. In some of the states where the whole system depends upon the present rule-making power of the social security agencies, no change in this standard can be made without legislation.

Selection Should be Restricted to the Highest Three—It is fair to recognize the fact that no competitive examination system can be infallible, or wholly objective. In recognition of this, it is common practice to give the appointing authority a limited privilege of selection, generally from not more than the three names highest on the list. If more than three names are offered to an appointing authority, it nullifies to an unreasonable degree the competitive feature of the examination. Furthermore, it should be borne in mind at all times that the merit system, while it is intended to discover the best persons for the positions to be filled, also must serve as a means of protecting appointing officers from pressure, political and otherwise, to select a particular individual. A merit system for social work positions which does not embody all these elements of free and open competition, fairly administered, is not worthy of the name and will not be accepted as such by the technicians in the field of personnel administration or by the public. This fundamental principle of the merit system is one of the standards insisted upon by the Social Security Board.

The Need for Classification and a Pay Plan—If the social security agencies are to be organized to do a thoroughly competent job and to provide a career for those who wish to enter this field of work, a complete classification of the positions in the service is necessary. Classification means the arrangement of positions in classes and groups of classes, according to the similarities of the duties performed, and the designation of each class and group by appropriate titles. The pay plan means assignment to each class of positions of an entrance rate of pay and a range in salary that may be paid in accordance with the market value of the services to be rendered in each class of positions. The classes of positions should be so grouped as to indicate lines of normal promotion for an employe from one class of position to another.

Increases in the rates of pay for an employe in any class should be possible within the salary ranges indicated in the pay plan on the basis of a service rating system and without competitive examination. The promotion of an employe from one class to a higher one, involving greater responsibilities or a distinct change in duties, should be made after an examination in which all the employes in the class or classes from which promotion is to be made shall have had an equal opportunity to participate. The service records of all the employes participating in the promotion examination should be given due weight. In some instances it will appear that there are not more than three persons in a lower class from which promotion is to be made. In that event the competitive aspect of the promotion examination disappears unless the rule requires the appointment of the first name on a promotion list.

The classification must include a clear statement of the duties to be performed in each class of position and also a statement of the minimum qualifications as to experience and training.

As a practical matter, it will be found extremely difficult to make minimum qualifications uniform throughout the states or even throughout the various local agencies within one state. The Social Security Board is prepared to recognize the necessity for variation in these minimum requirements. The examination standards themselves can offset such variations by making certain that the candidates who possess the best experience and training obtain superior credit in their respective scores. So far as the classification plan is concerned, a statement of qualifications should be made an irreducible minimum. Agencies may adjust these minima by adding such elements of experience and training as local conditions of supply and demand indicate as necessary and desirable.

It is highly desirable, from the point of view of a good classification plan and also of uniformity of administrative procedure under the merit system that administration of the system should be centralized in one state civil service agency and not scattered about in the counties, cities, and towns the way it frequently is at present.

MUCH IS BEING SAID THESE DAYS ABOUT THE NECESSITY for more and more centralized control in order to secure administrative efficiency. On the other hand, the demand is heard on all sides for the return to the states of responsibility for the care of their own citizens and residents. Unless the states assume responsibility for well accepted standards of performance, the inefficiency of state administration will weaken and even destroy the effectiveness of the functions of government.

The ultimate answer to the problem of the merit system and the social security services probably is to be found in the enactment by all the states of regulatory statutes which will recognize the public service as existing for the people and not for the benefit of any political party. Sound civil service legislation covering all aspects of state government is sure to develop as the effectiveness of the merit system in the social security program proves itself.

The merit system is the best known device in a democratic form of government for selecting and managing personnel and for preventing incompetence on the part of the administrative staff. If the social security program is to succeed on a permanent basis, the merit system is essential for its protection. The system not only will protect the service from the appointment of incompetent persons but will insure the continuance in their positions of the most competent of the employes and their promotion on the basis of merit and fitness. The whole purpose of the merit system amendment to the social security law is to place the administration of the law in the hands of a competent staff and to prevent the public effort to alleviate human misery and destitution from becoming the football of politicians. The obligation of the board is clearly stated in the law.

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Case Work in the Public Agency

By EDA HOUWINK

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THE case work function of the public agency is something about which every public worker thinks and about which a great deal of thinking remains to be done. While all efforts to define this function are needed urgently at present, a final definition of the job will have to be made by the public, rather than by the private, worker because the realities of the public agency are too far removed from those of the more sheltered private agency for its workers to be able to understand what is needed. The public worker is learning to focus her viewpoint on the whole job and to measure it by the needs of the clients and their problems rather than by the restrictions placed upon the agency at various points.

Though the public agency's case work function has not yet been fully analyzed, its case work job inevitably has gone on. Clients come into the offices in great numbers asking at first for relief, and later, when they have gained confidence, asking for help in as many ways as they may have problems. Methods of handling them are being worked out, but any definition of the present function of the agency will have to be seen as an analysis of the needs of today only. It should not be confused with the final definition of the whole of the agency job for which social work has come to stand, and which the public agency ultimately will be able to give. Compromises along the way thus become stepping stones and as such are signs of progress toward the goal.

The actual skills which are used at present are many. A prerequisite, however, is a philosophy of social work upon which to base these skills. That philosophy should be as broad as the client group and as deep as the fragments of life which it represents. The public worker meets so many people in the course of a week or a month that she is called upon to be infinitely flexible and endlessly adjustable. She is careful not to superimpose upon her clients her own theories and feelings, professional or otherwise. This seems axiomatic in case work thinking, but not yet do we always practice what we think we believe.

The public worker trains herself in the art of building a case work plan out of the needs of the particular situation at hand and is careful at all points not to look for hostilities, jealousies, and fixations, into which to pigeonhole the client. She is alert to problems, but not so alert as to create them. It is, after all, comparatively easy to learn a way of understanding people, to learn a series of developmental stages and then to apply them to Mrs. Adams or Mr. Green, who become categorized in the worker's mind as exhibiting one pathology or another. It is well for the worker to use normal behavior as her background for understanding her clients rather than the abnormal, whose dimensions have been so well portrayed by contemporary writers. If she uses the normal she will be less tempted to look first for the abnormal and to incur the danger of seeing things which may not exist, though she will be careful not to overlook abnormal manifestations when they are present.

The public worker sees so many people daily that she is particularly careful to avoid clichés which, hastily drawn and heavily depended upon, may leave the diagnosis of the client in an arrested stage. Under pressure, the worker's performance tends to become automatic. She must, therefore, train and school herself against errors due to the rapidity of her work. Her performance must be so ingrained and her professional philosophy so sound that nothing can disturb them. There are no short cuts to this achievement, though once it is attained it becomes a short cut in working with people.

BEHAVIOR is to be understood in terms of its antecedents. Out of these antecedents, their present manifestations, and present difficulties, if any, the worker builds her concepts, creates her diagnoses, and makes her treatment plans. In doing this she uses the findings of the various schools of psychological thinking, but she should be careful not to lean so heavily on one doctrine as to make it her faith and thus exclude other helpful viewpoints. This will require in the worker a deep diagnostic insight and a basic understanding of people. Psychological concepts are an aid to such insight and understanding, but they are not a substitute for them. Serious errors have been made when the worker, unconsciously, has allowed her concepts to replace a real and vital understanding of people. The worker learns to build out of the situation in terms of itself, rather than allowing herself to go the easier way of superimposing concepts from without. There is security in concepts which we learn and apply, but there is a quiet challenge, requiring a clearer insight, in the method of building from within the client situation. This latter method is more difficult and it demands greater skill in the worker, but it is the only way in which a realistic understanding of the client can be gained and in which real help can be given to him.

This perspective is necessary for all workers who deal with people, but it is particularly necessary for the public worker, who has a greater chance to do harm because of the greater number of people with whom she works and the pressure of time. When case loads are as high as they are in most places today, the public worker cannot and should not enter into her client's deeper emotional problems, but she must be aware of the many implications constantly evident in present behavior. To stay out intelligently and helpfully means that there must be an understanding of the mechanisms which lie beneath. There is less frustration for the worker in understanding why she must stay out of a situation than in not understanding it at all, and this can come only through a thorough professional training.

The public worker deals helpfully with a situation which she senses but whose details are unknown to her and will remain so, and she sees this job as a service in itself. This implies that the worker has a respect for the client's right to privacy, and that she leaves the problem and the essential handling of it with him. The worker touches it only insofar as she is aware of it and shows a respect for it. In some cases, this may mean avoiding a

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discussion of the problem; in others, easing the client's feelings of distress; or helping him express some of his more surface anxieties in an attempt to make it easier for him to discuss his economic need. It may mean brief rest periods, in which the client is left to think it out alone for a moment or catch his emotional balance so that the interview can proceed around the economic details which seem to be the public worker's primary concern at present. The economic equation cannot be divorced from the emotional factors which too frequently accompany it in the client's life. If the client makes the emotional undercurrent visible to the worker it must be acknowledged by her. To ignore it, is to leave the client confused and only partially satisfied. This does not mean an intensive handling of the situation, merely an intensive understanding of it—not of its component parts but of its general structure and meaning for the client. This is a skilled professional job, one requiring personal control in the worker and a trained approach in order to understand and handle human problems.

TO interview eight to twenty-five clients a day, particularly at the intake desk where the applicant may be seen only once, the worker keeps herself alert to the client's needs whether or not he can put them into words. She is satisfied with not knowing all that is involved, and at the same time she works helpfully with his situation and especially with his attitudes about it. She allows the client to express his hostility about inadequate relief, about the agency, about the worker, and about society if necessary, and she sees his outburst as symptomatic of many unknown factors as well as of his immediate situation. She handles him as a troubled person without knowing just what comprises his difficulty.

For the client who meets the relief situation with silent confusion, the worker sometimes may be somewhat more direct. She may have to express some of his questions for him, to anticipate some of his fears, to change her method immediately if it does not seem to meet his needs, and to step out entirely when he is able to respond more freely in his own way. This implies a deep understanding of the client and great flexibility in the worker.

Between these two extremes of outburst and apathy are all shades of responses to be handled with a skilled understanding which allows the client a free expression in whatever way is peculiar to him.

This is a satisfying job for the worker and one which constitutes a real service to the client. The noisy man who approaches the intake worker with demands and threats may be a troubled man out of work, with a wife and children dependent on him. The exact meaning of his layoff is unknown to him, as is the personal meaning of his inability to meet his family's needs. There is a whole reservoir of psychological interplay going on within the man whose possible insolence to the worker is his only fighting weapon, just as the worker is the only tangible part of society which he can lash. If a lashing is necessary, it is far better for him to give it to the worker who understands than to someone else who will not or who cannot. This was once expressed by a landlady to a worker whom she had laid out unmercifully for several minutes because the client's rent had not been paid by the agency. After the explosion she said in a calmer and gentler voice: "I don't mean you, but you are the only part of the agency I have been able to talk to in two years, and I just had to say it."

This aggressive attitude requires a somewhat more passive, though nonetheless alert, role in the worker than is necessary for the client who meets the relief situation apathetically; but in both cases the worker's listening is helpful and watchful. Her ability to feel with the client is as active and outgoing as her ability to express this to him without at the same time dominating him. She is fully aware that "we keep only that which we set free," as Lao Tse said so long ago.

The worker sees in her client various signs of distress and tension. These she handles as such without entering into them more deeply to learn what they are made of. The worker who has a fundamental liking for people and an unswerving faith in human nature cannot err seriously in her dealings with them. It is much like the man who, under hypnosis, is asked to shoot another person. If his basic behavior patterns do not include a capacity to kill, the tension between the command from the hypnotist and his underlying behavior becomes so great that the man wakes up. His fundamental behavior patterns have controlled him. In the same way the worker's underlying attitudes of acceptance and helpfulness will prevent her from going too far or too fast with her clients, will help her to see the client's needs and the agency's limitations in perspective and to know why her course is as it is.

This might be called intuition, but what, after all, is intuition? Perhaps if we try to get behind the word, we can understand it more adequately and use it more accurately. Intuition might be defined as a trained understanding reduced to cues and, therefore, as being relatively automatic and seeming to come from nowhere and to operate as if by magic. By training we do not mean necessarily formal education, but education in life's experiences which are deep and real and which, in their turn, train and teach. Intuition exists in people in varying degrees, depending on their own past experiences, real or synthetic. We need formal training, but we need more than that. As Edith Abbott has said, we need "not only good training but vision and imagination as well as courage and a passion for service."

MEANWHILE, the meaning of differential diagnosis and treatment always is realized by the worker who faces the whole gamut of possible case situations. If she keeps her focus on the central idea of services to people, she will see that a small number of cases can be given more adequate care while most of the others are carried in the simpler relief area. A sense of security can be given across the intake desk even to the client who is seen only once. If the client is helped to feel free with the worker and to have his questions answered quietly and satisfactorily, this in itself helps to give him a sense of security in a situation which contains only too little for him.

In an interview with a troubled father who could not accept the continued cuts in his relief allowance, the exact figures which made up the relief budget were given to him as well as an explanation of recent cuts and the administrative reasons for them. He asked a great many questions and at the end he was able to say, "I know the agency gives me what it can, but rules are rules." A question might well be raised at this point about the social implications involved in a program which successfully adjusts people to substandard relief grants. The answer to this, however, lies outside the field of case work in the broader fields of social work, economics and industrial organization.

And there is the woman whose relief was stopped when agency funds ran out with that strange chronicity typical

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of locally financed general relief. She and her two infants were temporarily housed in a shelter. After a good deal of hardship, and with a final plan not yet in sight, the woman said to the worker: "I don't know what I would have done without you. I would have been so much more frightened if I hadn't known you were there."

All of this is inherent in establishing eligibility for relief, and also in the job of the district worker who, unfortunately, tends at present to see her families only infrequently. She must therefore try to offset her lack of available time and funds by her greater case work skill and her own personal strength. The worker's personality must be steady and relaxed to allow her to meet the crises in her families without losing her own stability and her perspective. Her strength and steadiness can become a temporary staff to help the client to help himself.

The public worker might be said to be handling her cases symptomatically, treating only the more obvious problems—and not really all of them. If nothing more can be done for the present, we must do the best we can; but we must hold firmly to our perspective that a professional job can be done and will be done, when funds become available and when staffs are more fully trained. Meanwhile, there is a clear call for patience, training, and planning.

This is the second of two related articles by Miss Houwink. The first, "The Public Agency's Challenge," was published in the April issue of SURVEY MIDMONTHLY.

Camps on the March

By HEDLEY S. DIMOCK

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IN a few weeks the summer camp season will be under way, offering new evidence of the place that camping has come to have in American life. Because the organized camp operates "far from the madding crowd," the changes of the last decade have been less in the spotlight than changes in other social and recreational work. But, although relatively unobserved by the public, significant advances have been made, not the least of them in an enlarged conception of the social uses of camping, and in the relationships of camp leaders and their agencies to other educational and social agencies. As a result of these developments, the summer camp seems destined to assume a new and important role in the total community plan of education, recreation, and social work.

As an example of the contrast between the modern summer camp and its "fresh air" forebear, take the provisions for the health of campers. Formerly it was cheerfully assumed that camps practically spelled health. What could be healthier than a few weeks or a summer in the great out-of-doors, mid the smell of pine or balsam, with "an abundance of fresh vegetables" and "milk from contented cows"!

About ten years ago, these assumptions were rudely shattered by the findings of a study of health and safety in the organized summer camp, directed by Dr. J. E. Sanders. His data, covering several hundred camps, indicated that the longer a child stayed in camp, the more likely he was to become sick. The efforts of this study, though very disconcerting, were stimulating and salutary. Camps began to pay attention to such health essentials, hitherto ignored, as more and better balanced food, more sleep at night and more rest during the day, less fatiguing activities, a reduced tempo of camp life, and better facilities for detecting and handling contagious diseases. Third- or fourth-year medical students began to give way to trained nurses and full-fledged physicians. Cooks whose reputation for pie had exempted them from any concern about caloric quantity or vitamin content now came under the direction of qualified nutritionists. Agencies operating camps appointed new health committees or revitalized old ones to appraise their camps from the standpoint of health conditions.

Transformations in the program of modern camps have been numerous and far-reaching. A decade or two ago most of the programs were highly regimented. All the campers were expected to participate in all the activities of a completely planned and "well balanced" schedule. Individual interest, choice, and freedom were at a minimum. To "motivate" full participation by each camper in every activity, there were elaborate systems of awards, points, and competitions. It took seven pages in the prospectus of one camp to list the winners of various awards for the preceding year. The tempo of camp life was swift; leisure was synonymous with idleness and loafing. The range of activities in many camps was definitely limited. In some boys' camps the program consisted chiefly of athletics—the city program of sports merely transferred to a lakeside in the woods.

From almost every point of view the program of the modern camp presents a radically changed picture. There is much greater richness and variety in activities and resources than formerly. Even the "athletic" camps have not escaped the influence of the growing "primitive camping" emphasis. The arts and crafts, the dance, and dramatics, still especially glorified with a halo of "creative activities," have spread swiftly through the progressive camps. Regimentation is giving ground to individualization, with the interests, needs, and purposes of individual campers increasingly recognized as consequential factors in learning and growth. "Choice," "planning," and "voluntary participation" are key words in the contemporary camp. The tempo of camp life has been reduced as the doctrine of relaxation has become appreciated and embodied in program management. The "crutches" of artificial incentives to participation, represented by systems of awards and intergroup competition, have been dispensed with as leaders have acquired skill in discovering, stimulating, and expanding the genuine interests and purposes of the boys and girls.

The newer insights about the group process as a major means of personality adjustment and character growth probably are no more fully exercised anywhere than in the best summer camps. The tent or cabin group lends itself admirably to the application of most of the criteria or principles of good group education. The group is small enough to permit intimate interaction among all of its members; to make it possible for each person to carry specific responsibilities and to possess a definite role and status in the group;

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to permit the leader to understand each camper as an individual; to facilitate a sense of group unity. Objectives for each member of the group may readily be individualized on the basis of his particular needs, interests and capacities.

In camp, activities may be subordinated to, and employed as a means for, the development of the person, instead of the person being used as a means of perpetuating activities or of maintaining certain arbitrary standards of skill. The camp may observe to the fullest degree the revamped adage, "What is worth doing at all is worth doing even badly." The interaction and relationships of the campers in the various groups may be so directed that the fullest growth of each person, with his distinctive needs, may be facilitated. The major interactions in the camp group are not, or need not be, between camper and leader, but between the members of the group. It is the members who have the chief responsibility in formulating their purposes, planning and carrying out activities and enterprises, dealing with issues and problems that emerge from their experiences together, making decisions, and facing the consequences of their conduct. Furthermore, the basis of the relationship of leader with group is not one of authority, but one of cooperative or democratic leadership.

PERHAPS nowhere is contrast sharper between the earlier and the modern camp than in the new attitude toward the camper in need of "adjustment" or "socialization." It always has been assumed that the camp setting was highly conducive to the development of wholesome social attitudes and habits. Reliance was placed largely on the nature and demands of camp life to transform irresponsibility into responsibility, uncooperativeness into cooperation, selfishness into thoughtful concern for others, timidity into self-confidence and at-homeness in group relationships, aggressiveness or superiority into the proper degree of restraint or humility. But these social adjustments were supposed to take place automatically, and the treatment accorded the camper who did not quickly fit in and adjust frequently was misguided and sometimes cruel.

Many of our modern camps substantially embody the insights gained from mental hygiene and employ the techniques of an effective guidance program. Guidance is conceived as a point of view, a process that pervades all the camp life rather than as something separate, designed for the relatively few. Objectives for each camper are formulated in the light of all that can be learned about him. Behavior patterns are seen as symptoms of underlying difficulties or expressions of basic drives and personality needs. The strains of competition and comparison and of arbitrary standards are reduced to a minimum. Commendation, approval, and recognition are given to persons on the basis of their needs rather than on the basis of their achievement as measured by fixed standards. Because the camper is removed from conditions in the home or community that are largely responsible for his behavior difficulties, the camp is frequently at an advantage in facilitating his adjustment. The services of psychiatrist, consulting psychologist, or psychiatric social worker are being used increasingly by camps, both before and during the camp season. Record-keeping, formerly spurned as red tape or as too time consuming, is slowly being accepted as an essential phase of an adequate guidance program.

In keeping with the march of contemporary social and political events, camp leaders have reexamined the role of the camp in education for democratic living in the community. This fresh examination is leading to the conception of the camp as a cooperative or democratic community that provides an unexcelled laboratory for practice in democratic living. The entire camp, in its objectives, its organization, its method, and its program, is being restudied and modified by the criteria of a social democracy. Points at which the democratic ideal is being denied or violated—whether in attitudes toward persons, or in the way decisions and plans are made and administered, or in the way camp resources are used—are being identified in the effort to make camp life the fullest possible experience in democracy, for campers and staff alike.

The most casual reflection on the history of the summer camp reveals to what a marked extent camps grew up independent of one another, and how limited and fragmentary was their interchange of experience and collective effort. But in recent years evidences of cooperative activities among camp leaders that cut across agency lines have multiplied. A score of local and regional camping associations, their members representing all types of camps, have emerged, which function on an international basis in Canada and the United States through the American Camping Association. Of central significance in these cooperative activities are current efforts to develop standards that may be applicable to camps generally. Tentative formulations have been made in such areas as health and safety; program; staff selection, supervision, and organization; and administration. This collective effort is a recognition that although camps are many—approximately ten thousand in the United States—camping as an educational enterprise possesses a unity that is grounded in a common body of knowledge and technique. This growing concern about standards of desirable practice is also a sign that camping is outgrowing its swaddling clothes and gaining a wider sense of social responsibility; that it is beginning to grow up as a social agency.

CAMP and community leaders now are giving thought to larger aspects of community planning in the area of camping. Since 1935 several conferences have been held in which leaders in community welfare, education, and camping, have explored such matters as the total camping resources of the community; the camping needs of persons of various ages, economic levels, racial groups; the means for making the camp experience available to more of those who want and need it; the community organization best suited to assume primary responsibility in the field of organized camping.

Outstanding among the recommendations of the White House Conference on Children in a Democracy were the "recognition of the constructive use of leisure time as a public responsibility on a par with responsibility for education and health" and the appointment of a national commission to "study our leisure needs and resources and to make recommendations concerning the development of programs of recreation and informal education."

In the light of these new developments within the summer camp itself, the increasing cooperation among camp directors and leaders through camping associations, the rising interest of social work and education in the camp as an integral phase of their function and program, and the new status of leisure activities as a human and national asset on a par with education and health, one need not be a crystal gazer to predict that the organized camp has a potentially significant role in American life.

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MISS BAILEY GOES VISITING

Right Here—and Now

PALO ALTO PUBLIC LIBRARY READING ROOM

By GERTRUDE SPRINGER

"IF I could hear a little less talk about principles for the well-being of children in a democracy and could see a little more everyday application of those principles right here in Carey County, I could bear it better." Miss Grant's voice had a sharp edge, and Miss Bailey knew exactly how she felt. She herself, in going about the country, had seen things that were pretty hard to reconcile with pronouncements on children as "a first interest of the nation."

"You mean that democracy should begin at home?" she asked.

"I suppose so. But isn't that just another fine sounding generality, just more talk about what *should be,* instead of facing what *is*? Now wait a minute, I know what you're going to say: that we must blaze trails and envision goals and go forward step by step, and in another ten years. . . . But these children right here in Carey County, in April 1940, can't wait ten years. If they don't get their rightful heritage as children in a democracy mighty quick, they're never going to get it. A lot of good it will do Sallie Hughes to have the right to finish highschool when she's twenty-five; a lot of good the right to understanding and guidance will do Charlie Upham after he's done a stretch in the reform school.

"Don't misunderstand me, Miss Bailey. I'm all for the principles, every last one of them. But in Carey County in the year 1940, those principles haven't any reality. All we good people are for them, just as we're against the man-eating shark, but they haven't much to do with the lives of the children or with my job."

Miss Bailey was silent. No one knew better than she the length and breadth of the gap between principle and practice, between what we know and what we do. Principles, said one school of thought, grow out of practice. True enough, if you looked at it one way, but if you looked at it another and pinned it down to the facts of welfare life in Carey and a good many other counties, she wasn't so sure. Practice in Carey County, she suspected, had not developed principles in any progressive sense, but only a sort of hardening of the social arteries. In no way had it prepared Carey County to absorb into its bloodstream a transfusion of progressive principles on the inherent rights of children. And meantime, as Miss Grant had said, if today's children are to profit by those rights they must have them now, while they are children, not a dozen years hence.

"Tell me about Sallie Hughes and Charlie Upham."

"What, only Sallie and Charlie?" exclaimed Miss Grant. "Why not my whole case load? You'll find mighty few children there who are getting the chance we say they all are entitled to. The trouble is that Carey County does not really believe that all children in a democracy have basic rights, that there are certain things that society owes them regardless of the walk of life in which they were born. Oh, we grant 'em life, liberty, and the pursuit of happiness, but we balk when we have to translate those noble words into services for children whose parents haven't money enough to pay the freight. It's all right for children to finish highschool if their parents can clothe and feed 'em, but not for Sallie Hughes, whose mother is on ADC, it's just 'kid stuff' when a boy on the right side of the tracks writes dirty words on the sidewalk. But when Charlie Upham, who never had a lawful father or a home of his own, takes chalk in hand, then he'd better go to reform school 'before it's too late'—as a worthy citizen said to me last night."

Miss Grant stopped making vicious little squiggles on a scratch pad and looked up with an apologetic smile.

"I'm sorry, Miss Bailey. It really isn't as bad as that, and I'm not always as sour as I am today. I'm upset about those two kids. If you'll come back some other day, I'll promise to be all sweetness and light."

MISS BAILEY didn't want sweetness and light; she wanted to hear about Sallie and Charlie. "Sallie," said Miss Grant, "is gay and honest; nothing gets her down. At sixteen she's carrying the family. The mother is pretty 'do-less,' leaning heavily on her aches and pains and her 'bad luck.' The two little boys are just normal lively kids. On an ADC allowance that we ought to be ashamed of, Sallie keeps that family's head up. And along with the housework, the mending, the contriving, she's managed to make an outstanding record in her two years at highschool. Her teachers say she has a gift for education and predict all sorts of things for her."

"And she must drop out?" put in Miss Bailey.

"Yes, she must drop out. The welfare board decided it last night." Miss Grant's voice hardened again. "She must go to work so that the ADC allowance may be reduced and perhaps cut off entirely. If she's as good as I've made out, says the board, she soon can earn enough to support the family."

"But does your board—how did it know—" began Miss Bailey.

"My error," said Miss Grant with a wry smile. "You see I had held up this family and especially Sallie as a glittering example of what ADC can accomplish. I used the case for interpretation, Heaven help me. So when a board member's wife needed a dependable young girl to mind the children and help with the housework, Mr. Boardmember thought at once of Sallie and my song about her. From his point of view it's perfect; his wife gets a good bright girl and the welfare budget is relieved of a slice, if not all, of the ADC allowance. He's very pleased about it. By paying Sallie wages, he personally is saving the taxpayers' money. He lives in another town, so Sallie won't be getting home very often. He thinks that a girl on her first job should be single-minded, not bothered with personal affairs."

"And Sallie, what does she say?"

"She doesn't know yet. I have to tell her. Yesterday when I saw her she was bubbling over with plans for the summer: to make a garden, to scour the house, to do a lot of sewing, to tutor one of the boys so maybe he can skip a grade; and always looking forward to school in September. Do you wonder that I'm edgy today? And you see it isn't just Sallie. It's the whole family. Without her the mother will slump and the boys run wild."

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"Does the board realize this? Did you point it out?"

"Did I point it out? I hammered it in. And got put in my place for my pains. Our board believes that work is good for young people, that family responsibility develops their characters and prepares them for good citizenship. Their phrases are as virtuous as ours about the rights of children in a democracy. They made me sound like a sentimental old maid with a complex."

"But can't her teachers say something?"

"I called the principal this morning. He feels pretty badly about it, but his job is politically vulnerable just now and even on the phone I could feel him stiffen at the thought of any clash with a person as influential as our board member. Not much hope there I'm afraid."

"But suppose Sallie refuses to leave home, won't take the job?"

"Now Miss Bailey, be your age! Haven't you heard about these poor folks that won't work; that are offered good jobs and won't take 'em? If Sallie refused this job—suitable work, good home, chance to help her family—the board would cut off that ADC allowance quick as scat.

"It won't hurt Sallie to do the job this summer," Miss Grant went on thoughtfully. "She'll hate the upset of her vacation plans, but she's sensible and will adjust, and the family will muddle through. But if she realizes, as she'll have to, that it means the end of her schooling, of the whole plan she's mapped out for herself—I just don't know what it will do to her.

"Of course, we have until September to go, and a lot of things can happen, perhaps can be helped to happen. But," Miss Grant drew a long breath, "I can't get too far out in front. I take care of my mother and I'm seeing a brother through college. I need my job."

Again Miss Bailey was silent, turning over in her mind the pitfalls that awaited sixteen-year-old Sallie in her pursuit of her right to opportunity and growth.

"Can you bear any more?" Miss Grant broke in on Miss Bailey's cogitations. "Do you still want to hear about Charlie Upham who writes naughty words in public places?"

CHARLIE, it seemed, had grown up nobody knew how. His mother long dead and his father disappeared, he had been tossed about for years among distant and reluctant relatives. From the age of ten he had worked for his keep and schooling—such as it was—first with one small farmer and then another. Known as a "wild one" his proudest boast was that he'd never been a "county boy." But a year ago, the winter he was thirteen, he had had a long serious illness and "the welfare" was called in.

Making friends with Charlie, said Miss Grant, was like making friends with a porcupine. But she took him on his own terms, gave him plenty of time, and little by little his resistance softened. By the day he left the hospital, he was willing to "try" the "job" she had found for him. The job, for his keep, a weekly quarter for spending money, and clothes of his own choosing, was on a farm far removed in neighborhood and in standards from his previous experiences.

"I know the Wilsons well," went on Miss Grant, "a middle-aged couple, substantial, kind and sensible, with grown-up and gone sons of their own. They like to have a boy around the place and two or three times have taken in boys for me while permanent plans were worked out. I told them as much about Charlie as I knew, and they were willing to take him on. It was the best arrangement I could make for him, but I had a sinking feeling when I drove away from that farm and left him behind with all his bristles up. I didn't think Mrs. Wilson would try to 'mother' him, but you never can tell.

"Well, I could have saved my fears, for it all went along splendidly with no more than the usual ups and downs. The Wilsons gave Charlie clear and definite responsibilities and didn't pick on him. He respected their fairness, and gradually a real liking grew up between them. He did very well in school last winter, was good in games and developed quite definite qualities of leadership among the children."

"Up to now," put in Miss Bailey, "this sounds like a case worker's dream. Where's the catch in it?"

"Right there," Miss Grant smacked her hand down on the pile of papers on her desk. "A letter to the chairman of our board from a lodge brother in the Wilsons' neighborhood. He says that Charlie has been caught writing dirty words in public places, that at school he chases little girls and laughs when they holler, and that other boys are copying him. He says that this 'county boy' is 'impairing the morals' of the other children and calls on his friend and lodge brother to remove him from the community."

"Them's strong words," commented Miss Bailey inelegantly. "What do the school principal and the Wilsons have to say?"

"I don't know. This just broke last night. I'm going out there this afternoon. I suppose the principal has seen the Wilsons and that they are trying to straighten it out. But this letter raising an issue of morals makes it a matter for the board. We're very grave about morals here in Carey County, just as we are about the virtues of work."

"Did I hear you say something about reform school?" asked Miss Bailey.

"One of the board proposed it, 'before it's too late,' he said. We hear a lot about catching delinquency early, but the only thing we know to do with it after we catch it is to put it in jail."

"But reform school—that's a last resort, not a first. There's so much to do in between. Why, there aren't enough reform schools in the world to hold all the adolescent boys who at one time or another chalk dirty words on sidewalks."

"Agreed," answered Miss Grant, "but you overlook the hazard of being a 'county boy.' County boys mustn't do things like that; they must be 'worthy.'

"Come, come, Miss Bailey, don't look so downcast. Charlie isn't going to reform school. There are a lot of things to do about him and he and I know each other well enough now to pull together. We may make some more bad tries, but we'll beat the reform school.

"But honestly now, don't you think it's pretty hard on the Sallies and the Charlies and all the other children of their generation to keep them waiting for the fulfillment of the promises we've made them in the name of democracy? Oh, we feed 'em and school 'em, but is that enough? I wish we could get our principles out of the air and into the vital bloodstream of the people of Carey County. Until we do, our promise of security and happiness for all our children isn't helping Sallie and Charlie very much."

This is the seventh in the new series of articles in which SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

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Here in Washington . . By Rilla Schroeder

OLD AGE PENSIONS—Faced by the possibility that it would have to vote on the Hendricks bill (Townsend plan), a serious matter in election year, the House has been saved by the Senate Finance Committee's announcement of the appointment of an eight-man subcommittee to make a "full and complete study of old age pensions, including the Townsend plan."

The threat of facing the Townsend issue was a real one on the House side. A petition to discharge the Ways and Means Committee from further consideration of the Hendricks bill had almost two thirds the required number of signatures. The Senate Paul Reveres showed up just in the nick of time. The proposed study will not begin until after election, but it gives House members the perfect alibi for not bringing up the Hendricks bill.

Speaking on the Senate floor on April 22, Senator Vandenberg, a member of the subcommittee, promised specifically that the study would include an "exploration of the Townsend plan in good faith." The Michigan Senator, acting unofficially as spokesman for the subcommittee, told the Senate that it would start work December 1. "We are," he said, "prepared to come to Washington ahead of the next session and give ourselves completely to the subject."

The subcommittee, more than half of whom are up for reelection this fall, has valiantly offered, unofficially, to accept and go into all old age pension plans proposed, whether already in the form of legislation or otherwise. The promise is heroic.

Another Plan—The unofficial House Committee on Unemployment, of which Representative Jerry Voorhis is chairman [see *Survey Midmonthly*, April 1940, page 134], has an old age pension plan of its own to propose. The subcommittee on social security and old age pensions has reported and its proposal probably will be submitted to the House in the form of a bill. It recommends pensions for "all American citizens over sixty years of age who are retired from industry." It criticizes the present social security system, deploring "its serious deflationary influence." Representative Frank B. Keefe, Republican of Wisconsin, is chairman of the subcommittee.

Try, Try Again—Although it apparently has escaped the Townsend threat, the House, on or about May 18, will have to vote on the "widows and orphans" pension bill, reported favorably by the Committee on World War Veterans Legislation and described variously as a "raid on the Treasury" and "giving our heroes of 1917-1918 their just due." Twice the bill, HR 9000, has come before the House on the Consent Calendar and twice it has been knocked off. After its second failure April 15, Chairman Rankin filed a petition which in less than three days had the required 218 signatures.

WALTER-LOGAN BILL—The House on April 18, by a vote of 297 to 97, passed the highly controversial Walter-Logan bill, subjecting to court review decisions of 140 federal agencies. The bill now goes to the Senate where it was passed earlier this Congress but recalled for reconsideration. The fact that it has once been given the Senate's approval is no indication that it will be equally fortunate again. It was slipped through the first time, and administration leaders only awakened to the fact that it was on the calendar after the vote. This time they are on the alert and are prepared to fight.

AMENDMENT—As this is written, a neat parliamentary trick brings the Barden amendments to the wage-hour act to the floor. The Rules Committee where, it will be remembered, the bill setting up the wage-hour administration was held up indefinitely, has granted a rule to the harmless Norton amendments, with the proviso that everything in the Lady from New Jersey's bill, from the enacting clause on, can be stricken out and the Ramspeck or Barden bill substituted. The Barden amendments have been touted as an aid to agriculture but, as written, exempt canners, packers, lumber, and tobacco interests from the provisions of the act.

The strategy of the sponsors and proponents of the Smith amendments to the National Labor Relations Act, due for early House action, may be determined by the fate of the Barden bill. If sufficient House strength can be mustered to put over the latter bill, foes of the NLRA may be encouraged to push ahead full steam. If there is a hitch they are likely to adopt more subtle tactics.

WPA NEEDS — Writing to Speaker Bankhead on April 18, the President declared that a much larger amount than estimated in his budget message will be needed to provide for the needy in the coming fiscal year. He stated that recovery had not made the strides hoped for when the message was drafted and suggested that WPA be authorized to spend the funds allotted in the first eight months of the year if the necessity arises. [See page 170.]

The letter has been referred to the subcommittee of the House Appropriation Committee now considering WPA funds. Chances are the subcommittee will agree to the President's request, although its membership is not especially administration-minded. Pressure for more adequate WPA funds, however, has been strong and, of late, has been coming from the important people to whom Congress listens. As usual the President's request is being criticized by both the spenders and the economy bloc.

The subcommittee hearings are well under way, but there is no indication when they will be concluded.

OKIES AND ARKIES—Representative John Tolan of California has received House approval of his resolution authorizing an investigation of the nation-wide migrant problem. The resolution sets up a select committee of five to hold hearings, conduct investigations, summon witnesses, and report to the House. Witnesses refusing to appear or answer questions are to be held to the penalties provided in the Revised Statutes. This last bit brought forth objections on the floor, but Mr. Geyer, also of California, reminded the objector that "this is exactly what is in the resolution providing for the Dies Committee and all the rest of such resolutions."

Said Mr. Tolan: "We are serving notice upon the nation that Congress feels that we have a direct interest in any mass movement of our population."

HOSPITALS—The Senate Committee on Education and Labor has brought out Senator Wagner's hospital bill, but so changed that it is hardly recognizable. The original bill called for a $10,000,000 program of hospital construction, the hospitals to be maintained by the communities. As reported, the bill sets up a six-year program with an appropriation of $10,000,000 for each year. Three hundred dollars per bed is allowed for maintenance the first two years, the allowance to drop by $60 each succeeding year until the vanishing point is reached when, it is believed, the hospitals in the majority of the communities will be self-supporting or the communities will be able and willing to take them over. There are other minor changes, but these are the big items.

The original bill was popular. Whether or not Congress will accept the new measure in the same spirit is a question.

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The Common Welfare

Social Workers—1940

THE National Conference of Social Work, at its meeting in Grand Rapids late this month, will put into the record what American social workers are thinking and talking about when forces are loose in the world which negate much of their philosophy and deny their faith. What will students of 1950 find as they turn the pages of the 1940 proceedings? Certainly they will not find futility. On the contrary, they will find in word and implication an affirmation of faith in democracy, and of the will to make it work here at home.

This conference of 1940, as its preliminary program shows, does not ignore the challenge to democracy in these times, but accepts it and examines its component parts in terms of American life. Social workers believe that the success of democracy depends on its practice. Their concern is with strengthening its institutions, and as a part of that process they realistically face its weaknesses. Hence their preoccupation, clearly evident in the program of the Grand Rapids meeting, with such matters as continuing unemployment, inadequate relief, the problem of the migrant workers, the dilemma of youth.

But social workers, the conference program abundantly indicates, are mindful that the cataclysm in Europe has far reaching implications here. What these implications are, where their impact will fall heaviest, is another area on which conference discussion will turn. Thus, a special conference committee on refugees will hold two meetings; and an evening session on "The Outlook for America" will be matched by one on "The Implications of the European Situation."

Nonetheless, the Grand Rapids conference will focus on the United States. Its discussions will register the depth and breadth of the concerns of social workers at a crucial moment in history.

Eight Months or Twelve

PRESIDENT ROOSEVELT has given up the idea, if he ever had it, that the $985,000,000 proposed by the Bureau of the Budget will be adequate for WPA for the fiscal year beginning July 1. Averse to asking outright for a larger sum—after all this is an election year—he now proposes to the House Appropriation Committee, where the bill is taking its tortuous course, that he be given "discretionary authority" to expend the entire amount during the first eight months of the fiscal period if it becomes "absolutely necessary to avoid suffering and hardship." The new Congress could then "deal with the question of the need of providing funds for the last four months of the fiscal year, if such need is then apparent."

The President's proposal would not remove from the appropriation bill the "principle of apportionment" which was written into the current act by the Woodrum amendment. It would merely spread the $985,000,000 over eight months, if "absolutely necessary," instead of twelve. This would provide jobs for an average of some two million people, about the number now enrolled on WPA; whereas a twelve-month spread, as the economy bloc demands, would mean cutting the rolls to an average of 1,350,000 persons. The eight months provision would be a gain but not by any means an answer to the persisting need of the unemployed. Neither proposal takes any account of the overhang of probably a million workers certified as eligible for WPA for whom no projects exist, nor of the unknown number whose need is equally great but who, for technical reasons, "fall out of the category."

Col. F. C. Harrington, WPA commissioner, said in late April that a million and a quarter men had left WPA in twelve months, "presumably to return to private employment." Many, he added, had been forced to return to the rolls. Heartening as the million and a quarter figure sounds, the fact remains that for every man who left WPA, another and another and another was waiting for his place. The rolls have not dropped except by the drastic process of slashing. There is small reason to believe that the need during the coming year will be any less.

Follow-up

LAST January when social workers, educators, physicians, laymen met together at the fourth White House Conference to discuss the needs of children in a democracy, they stressed not only their belief that the future of democracy itself depends upon the welfare of children—but that the welfare of the child depends upon the security of his family life. [See *Survey Midmonthly*, February 1940.] To anyone who might feel that such an obvious theory scarcely needs to be demonstrated the recent action of New York City's Board of Child Welfare, the local administrative agency for aid to dependent children, is a reminder that the habit of adding two and two and getting three is not confined to backward sections of the country. A few weeks ago the board voluntarily lowered its budget $75,000 a month from the usual $1,250,000, in order to "equalize" its allowances with those of the home relief program. The result was a 40 percent reduction in grants for clothing and personal incidentals to 46,000 dependent children and 26,000 mothers.

By its action the board showed that it had little understanding of the philosophy behind the aid to dependent children program—supposedly adopted not just to relieve the monotony of administering home relief, but to enable widowed or otherwise stranded mothers to keep their homes together so that their children might grow up in a normal family atmosphere. The value of such a program is lost if the home is to be haunted continually by the shadow of want and insecurity. Granted that the homes of all those on home relief are darkened by that same shadow, since when have we in this country subscribed to the theory that two wrongs can make a right?

Southerners Confer

THE second Southern Conference for Human Welfare which met in Chattanooga, Tenn., in mid-April was a notable advance over the first meeting, held in Birmingham a little over a year ago. [See "Southerners Write Their Own Prescription," by George C. Stoney, *Survey Graph-*

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ic, January 1939.] In Birmingham the police invoked a city ordinance to keep white and Negro delegates segregated, and the racial issue captured the headlines. In Chattanooga a stipulation that the conference was to have full freedom in seating its delegates was included in the contract for the use of the city's auditorium. Accordingly, five hundred white people and about half as many Negroes sat down together at the opening session. Before committee work began, free association was taken as a matter of course. By the end of the meeting, few conference members seemed conscious that anything "different" was taking place.

The chief line of effort laid down by the Birmingham meeting was the elimination of the poll tax. Chattanooga added a second specific objective—the elimination of the discriminatory freight rates charged by railroads on goods coming from the South and Southwest and moving into the North and East. Conference speakers demonstrated to the delegates that when as much as 25 percent of the cost of an article has to be spent to ship it to market, with most of this excessive charge being taken out of wages, the issue has wide implications.

Many participants in the Chattanooga meeting felt that as rapidly as possible the membership should be broadened. The Negro members represent many groups and interests. The white membership mainly represents southern organized labor, with a sprinkling of campus progressives and small town liberals. Clearly the goal of the conference, organized to seek an answer to "the nation's number one economic problem," calls for the cooperation of the churches, civic groups, welfare workers, county farm agents, journalists, and many others who have special knowledge of southern conditions.

Refugee Children

SOMEWHERE in a congressional pigeonhole the Wagner-Rogers bill to admit 20,000 non-quota refugee children into this country is gathering dust. [See *Survey Midmonthly,* March 1939, page 81.] In the meantime, the European war expands the world refugee problem immeasurably in breadth and poignancy. Realizing that "half a loaf is better than no loaf," a group of social workers and other interested persons have been laying plans for the care of those children who are fortunate enough to receive quota numbers for entry into the United States. Last month those plans culminated in the formation of the Non-Sectarian Foundation for Refugee Children: president, Clarence E. Pickett of the American Friends Service Committee; vice president, Marion E. Kenworthy of the New York School of Social Work; executive director, Owen R. Lovejoy. The organization, which will have no agents of its own abroad, will coordinate the services for children offered by groups assisting refugees who are able to come to the United States. Thus it will cooperate with the American Friends Service Committee and other organizations in Europe in helping children obtain quota numbers and enabling them to take advantage of their numbers when they come up. Its concern will be solely with refugee children who have been separated from their parents by reason of death, concentration camps, or wartime conditions.

In this country the foundation will work with child-caring agencies all over the land in an effort to make suitable placements. Only those children's agencies with the highest social standards will be called upon to investigate proposed homes. No difficulty is anticipated in securing sufficient applications from prospective foster parents, as these pour in to all sorts of agencies with every spurt of refugee publicity, such as the recent Children's Crusade. The new organization, which already has opened headquarters at 215 Fourth Avenue, New York, receives its support from interested individuals and philanthropic foundations. It has already enough money to care for a year's administrative expenses so that it can promise that any money received from now on will go directly to the children's aid.

Gertrude Seymour

A SCORE of laymen—perhaps twice that many—have written with rare distinction on the borderland of medicine and the general welfare. Death has come to one of them—Gertrude Seymour. It was in 1913 that Miss Seymour became an associate editor of *The Survey,* coming to us from the staff of the American Medical Association. Earlier our pages had been enriched by Dr. Alice Hamilton as contributing editor. From 1913 to 1918, Miss Seymour laid the framework of our staff operations in the field of health, which were to be carried to new stages by Mary Ross. For five years Miss Seymour's monthly departments covered a wide span of activities; her original articles combined scientific precision with sheer clarity and interest. Especially to be remembered are her early series (in conjunction with Dr. Hamilton) on "The New Public Health," and a later wartime series on "Health and the Citizen." The conscientiousness of her work, the tensions that sprang from it, and her compelling concern were qualities kindred to missionary zeal. This manifested itself in one of her most venturesome and successful commissions—a firsthand appraisal of gaps and inefficiencies in American quarantine. ["On Guard at the Port of New York," January 1916.] This won instant recognition among health experts and public officials who had long kicked against the pricks of governmental anachronism, and was a direct influence in making for change. Subsequently at Geneva, Miss Seymour carried on extensive research under the Pierce Foundation and became a militant authority on the international control of narcotics. A mantle of friendliness sheltered the last years of invalidism of this rare interpreter.

And So On

THROUGH its department of education, the New York World's Fair offers a series of leaflets designed for parents and teachers bringing children or young people to the 1940 Fair. The leaflets describe exhibits which have special values for young visitors of various ages and interests. • • Under the direction of Alfred W. Pecsok, supervisor of social service, Cincinnati is taking its eleventh annual census, a sampling which includes about 170,000 residents and provides the city with an invaluable factual basis for intelligent public planning and effort. • • In opinions written by Justice Frank Murphy, the Supreme Court of the United States on April 22 declared unconstitutional the anti-picketing laws enacted in California and Alabama. Both were held to violate the guarantees of free speech. • • The thirtieth annual meeting of the National Council of the Boy Scouts of America in Oklahoma City, May 9 and 10, brought together delegates from 540 local councils to review the activities of three decades of constructive youth leadership and to plan for the future. During the last thirty years, 8,999,123 men and boys have at some time been members of the Boy Scouts of America.

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The Social Front

The Insurances

DURING the first quarter of 1940, claims for old age and survivors insurance payments exceeded estimates. In this period, more than 100,000 claims were filed and about $3,000,000 paid, as against an estimate of 95,000 claims for the first three months of benefit payments. John J. Corson, director of the Bureau of Old Age and Survivors Insurance, states that the average retired worker who applied for benefits during the first quarter received about $25 a month.

Warning—Workers in many states have been warned to beware of persons who seek to collect a fee for ascertaining or "protecting" the employe's social security status. The warnings against these practices point out that any worker who wants to find out whether his or her employer has kept up social security payments can ask for and receive this information from the Washington office or from any of the local offices of the Social Security Board.

Merit Rating—For the second successive year, Governor Herbert Lehman of New York vetoed a bill providing for merit rating in unemployment compensation. The Young-Wadsworth bill would have replaced the present flat tax with a sliding scale ranging from .5 percent to 3 percent, according to the employer's record in providing steady work. In vetoing the measure, the governor stated: "It is my belief that the subject should be given more study and consideration. It is too difficult and too important a matter for the state to adopt at this time." The bill had wide backing from employer organizations.

"Fund Riding"—Pennsylvania state officials are making studies in connection with "riding the fund," the current description of the synchronization of part time work with unemployment compensation payments, so that eligible workers receive wages and benefits in alternate periods. The *Pittsburgh Press* reports that employers sometimes call men for work whose unemployment compensation status will not be affected by wage earning, and pass over men who are due to draw benefits. Some state officials question whether it would be advisable to attempt to block this practice, the present legality of which is not questioned, since it provides a "cushion" for the worker, particularly in seasonal industries like coal and steel, and helps prevent exhaustion of his resources. At the same time, this commentator points out, the employer is benefited by the practice because his working force is kept together in slack times, and on call for full time work.

Tax Rate Cut—Governor Lehman signed the Washburn bill, which reduces the rate of employer contributions to the New York State unemployment insurance fund from 3 percent to 2.7 percent on all wages paid on or after January 1, 1940. The amendment will effect a substantial saving to employers and at the same time slow up the rate of increase in the state's account in the unemployment trust fund which, as of December 31, 1939, had a balance of nearly $175 million. The amendment runs counter to the recommendations of many authorities on social insurance who are urging liberalization of benefits rather than a reduction in contributions.

Negro Problems—Kentucky has instituted a study of traditional vocations which have been lost to Negroes and of the resulting problems of occupational guidance and retraining which Negro workers need help in meeting. Governor Keen Johnson has appointed a committee of nine members, and the present plan is for a continuing inquiry, in which the committee will have the cooperation of L. A. Oxley of the Bureau of Employment Security of the Social Security Board.

Security Conference—A complete revision of the unemployment insurance set-up in this country and the launching of a national health insurance plan were the chief recommendations for improving this country's social security program made by the thirteenth annual conference of the American Association for Social Security, held in New York City late in March. Delegates were present from twenty-five states. Prof. Herman A. Gray of New York University, who is also chairman of the New York State Unemployment Insurance Advisory Council, was a leading exponent of sweeping revision of existing laws, and of the introduction of a single federal tax system to finance grants to states for unemployment insurance. His plan, which was enthusiastically received by the conference, called for a cut in the tax rate from 3 to 2 percent; simplified record keeping; uniform benefit standards. Arthur J. Altmeyer, chairman of the Social Security Board, predicted that social insurance in this country will be extended "to cover more hazards and protect a greater proportion of the population." Abraham Epstein, secretary of the association, hailed the gains in old age and survivors insurance under the 1939 amendments, and underscored the need for a comparable revision of the unemployment insurance system, which he described as "unwieldy" and "inadequate." The conference recommendation of a health insurance program was based on proposals put forward by U.S. Senator James E. Murray of Montana and Dr. Bertram M. Bernheim of the Johns Hopkins Medical School.

Among the States

FINANCING has been the main concern of this year's state legislatures as far as public welfare is concerned, according to the Public Administration Clearing House. Most of the laws enacted up to this time have to do with furnishing funds for relief, either through bond issues, new taxes, or the extension of existing levies. Amendments to old age assistance laws also have been numerous, many of them easing or abolishing requirements for liens on recipients' property. Among the states to lift lien requirements were California, Kentucky, and Nebraska.

Heaviest load of proposed legislation still to be considered is made up of bills to amend unemployment compensation laws. Many concern merit rating credits for employers; others would shorten waiting periods or enlarge coverage.

Proportions—Over 8 percent of the population in the state of Washington received some kind of aid from the state's Social Security Department during January of this year. The department spent $1,679,439 on 134,591 persons, 52 percent of the money going to old age assistance.

For Rhode Island—Decentralization is the theme of a proposed welfare bill for the state of Rhode Island, drafted by the governor's commission to study public assistance. The commission submitted the legislative proposal to the governor, together with the report of the study it has been making since last August. First among the recommendations is the integration of all types of public assistance, within the towns and cities, into local welfare departments and the elimination of the state investigating facilities. The bill would also turn back to the localities the administration of work pro-

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grams, along with the responsibility for non-relief supervisory costs which they engender. It would, however, raise the state's proportion in all other assistance expenditures in order to relieve the cities and towns from an impossible financial burden. The state would retain only "sufficient supervisory authority to insure that adequate records are kept, that state and federal funds are properly accounted for, and that they are expended lawfully and for the purpose for which they were appropriated."

New Programs—Kentucky's new aid to dependent children and needy blind programs are scheduled to go into operation July 1. The recently enacted law which provides for these categories does not specify how much of the $4,000,000, 1941-1942 public assistance appropriation is to go to each. It does, however, provide for supplementing the state funds with the use of "whatever federal funds may be available."

Study—The Michigan Social Welfare Commission has appointed a committee for studying the needs of the state's 6000 blind persons. The commission's job is to recommend methods of coordinating the several blind assistance programs within the state and to draft any legislation necessary for putting them into effect.

Helpful—Nebraska social workers who have seen the "Handbook of Social Agencies in Nebraska," compiled by Hattie Plum Williams and published by the University of Nebraska, probably wonder how they ever got along without it. The manual presents a brief outline of the set-up and duties of all welfare agencies, both public and private, operating on a statewide basis within Nebraska, as well as a descriptive outline of those county agencies which are common to all counties in the state. Price $1 from the university, Lincoln.

Pacific Isle—Relations between the Hawaii Department of Social Security and the U. S. Social Security Board have hardly reflected the calmness of the Pacific since the creation of the Hawaiian department last summer and the appointment of John H. Wilson to be its head. [See *Survey Midmonthly*, August 1939, page 248.] However, a truce recently came about with Mr. Wilson's announcement of acceptance of the board's recommendations for the territory's social security program. The recommendations include a plan to keep administrative costs within the 12.5 percent limit imposed by law, and to expend each month the entire $75,000 available for public assistance. Investigation by federal authorities showed that the department never had distributed all the funds available each month, although public assistance in Hawaii has been in no way adequate. Evidence of Mr. Wilson's good faith in coming to terms with the Social Security Board was his appointment of Clorinda Low Lucas as chief of the department's social work division, to comply with the board's insistence upon having a qualified social worker in charge of the public assistance program.

Against Crime

WRITTEN examinations and intelligence tests for jurors are soon to be put into effect in Los Angeles, according to an announcement of the presiding judge of the municipal court. Los Angeles jurors already are tested for hearing and color blindness.

Relaxation—Silence has been broken at the Minnesota State Penitentiary at Stillwater where there is now a radio in every cell, writes Angelo Cohn, newspaperman of Minneapolis. The radios were installed at no expense to the state, the cost of the sets—$2.25—being deducted from the prisoner's pay. Prisoners installed the sets, including wiring and the central control board that selects the broadcasts from the outside. Already prison officials report that the innovation is bolstering their rehabilitative efforts by effecting a measure of relaxation and calmness. The Minnesota prison has been criticized for a number of years for its rigid silence system which prohibits conversation among the prisoners.

Good and Bad—"It would be no surprise to the Association if Ormsby Village should rank as one of the best institutions to be covered in this nationwide survey," says the second volume of the "Handbook of American Institutions for Juvenile Delinquents," recently published by the Osborne Association as part of its investigation of training schools for delinquents. Price $1.25 from the association, 114 East 30 Street, New York. Unfortunately the five other institutions in Kentucky and Tennessee which are reported on in this volume stand out for their deficiencies rather than their good qualities. Political influence, poorly constructed and overcrowded buildings, inadequate medical and educational programs, inferior personnel standards and institutional programs effect a miserable contrast with the modern facilities, programs, and methods of treatment found at the Louisville and Jefferson County Children's Home, commonly called Ormsby Village, at Anchorage, Ky., where "all buildings and grounds are well kept and cared for . . . the children receive excellent medical care . . . education is a scientific process." The survey revealed that while Ormsby Village in one part of Kentucky directs its program toward high values in citizenship building, the Kentucky Houses of Reform at Greendale adhere to a punitive philosophy in an "old time penal atmosphere" in which corporal punishment and headshaving are a part. The four institutions investigated in Tennessee all were found wanting in relation to modern standards; but the most flagrantly neglected by the state were the two for colored children—for boys at Pikeville, and for girls at Nashville. Only $100 was appropriated in 1938 for the educational program of the Pikeville institution with a population of 236 boys. The Osborne Association characterizes this institution as "the most desolate and forbidding" of all that it has visited thus far. Last year the association published Volume 1 of the handbook, with reports on thirteen training schools in seven middle-western states. [See *Survey Midmonthly*, April 1939, page 124.]

Changes—When it changes its name this month to *The Prison World*, the *Jail Association Journal* will become the official organ of the National Jail Association and the American Prison Association. The journal has been published by the National Jail Association for a little over a year.

State Association—From California comes word of the organization of the Prison Association of California, formed through the active efforts of interested citizens as well as leaders of religious bodies. August Vollmer of Berkeley is president. Vice presidents include representatives of the Catholic, Protestant, Jewish, and Christian Science faiths. The immediate undertaking of the association is to find employment for men ready for parole and to help them in various ways on their release.

PIRA Report—The extension of a classification system, the inauguration of a "vigorously functioning" probation and parole system, and the transfer of prisoners from the "shockingly bad" jails to the state penal system, were the main recommendations of the Prison Industries Reorganization Administration in its recently released report on the prison problem of Virginia. Highly praised was the state's system of prison employment, diversified among small industries, farms, public works.

In Print—The 1939 annual report of the National Probation Association, "Trends in Crime Treatment," edited by Marjorie Bell, gives most of its space to a consideration of the prevention and treatment of delinquency in the child

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and adolescent. Made up largely of papers presented at the association's annual conference in Buffalo last June, the book falls into two divisions: one dealing with the community's responsibility in delinquency prevention; the other dealing specifically with probation and parole, the techniques they involve, their administration, their function in relation to the juvenile and adult courts. Also included in the yearbook is a digest of 1939 legislation and court decisions affecting parole and the juvenile courts. Price $1.25 in paper, $1.75 in board; from the association, 50 West 50 Street, New York. . . . Those who were confused by the misleading press reports of the first National Parole Conference held in Washington in April 1939 [see *Survey Midmonthly*, May 1939, page 146] can now obtain a clear view of the "goings on" through the proceedings which have just been published by the U. S. Department of Justice, Washington, D. C. In addition to the papers of all the scheduled speakers, the book includes reports of the technical committees on standards and procedures in institutional preparation for parole, in parole selection and release, in parole supervision, and the report of the committee on further action. Emphasized in every speech as well as in the committee reports was a point that headline writers seemed to fail to grasp: that parole as discussed by the conference is not a means of leniency to the prisoner, but of protection to society.

Group Work

A NEW experiment in neighborhood life, a privately organized health and recreational center to be known as Ripley House, was dedicated last month in Houston, Texas. The experiment owes its existence to a combination of circumstances. One of the trustees of the Daniel and Edith Ripley Foundation, a fund for Houston philanthropy, happened to see the Pioneer Health Center at Peckham while travelling in England and was impressed by the possibilities of applying its principles in this country. About the same time, the board of the Houston Settlement Association made application to the fund for a grant to house its work in the American district served by Friendship House, one of its five branches.

Leaders in the settlement and health education field were consulted as to the possibilities and soundness of the neighborhood experiment, and with their encouragement the plans were developed. The building, which is thoroughly modern in design, cost $380,000. Provision has been made for a health center along with recreational and educational facilities. The purpose of Ripley House is to develop neighborhood cooperation in a broad experimental program for health and family living. Nolie Bailey is the resident director and Dr. Vincent Simmon the medical director. The Ripley Foundation has set aside endowment funds for maintenance of the building, but the general expenses will be provided by the Community Fund of Houston.

Music Cooperatives—Faced with curtailment of its music program through the "petering out of WPA," the Union Settlement in New York is selling shares to parents in a music cooperative in order to pay teachers for group lessons. . . . At Henry Street Settlement, also in New York, a cooperative has been set up through which music students may buy their band instruments with small weekly payments.

For Girls, Too—Girls' work is to be included in the next edition of the "Boys' Work Manual," first published in 1935 by the National Federation of Settlements, but out of print for the past two years. The revised edition, which will be called the "Boys' and Girls' Work Manual" is being prepared by the federation's Boston group. Before publication, the material will be submitted to an editorial committee appointed by the board of the NFS.

Kalliola—Since the end of the Russo-Finnish war, no news has been received from the Helsinki settlement, Kalliola, which long had warm and cordial relationships with American settlements through the International Association of Settlements. However, knowing the problems which Kalliola undoubtedly is facing, the National Federation of Settlements, 147 Avenue B, New York, has arranged to receive and forward to Finland gifts and expressions of interest from American sympathizers.

Study—The leisure time needs of Los Angeles' young men and women between the ages of eighteen and thirty-five are the subject of a study to be made by the group work division of the Los Angeles Council of Social Agencies. Behind the study is a two-fold purpose: to gather social information on the city's "unattached" young adults for use in determining where the greatest needs for leisure time activities are; to form a basis for program recommendations to existing agencies such as the YWCA and the YMCA.

Milestones—Hull-House, famed Chicago settlement, marks its fiftieth anniversary this month. Celebrations are scheduled for the week of May 17-26, with May 23 set aside for tribute to Jane Addams, the founder. . . . This year is the silver anniversary of the North East Neighborhood House of Minneapolis. The settlement's roots are in a neighborhood group organized about sixty years ago in the Logan Park district. Robbins Gilman, who came on from University Settlement, New York, to be the first headworker, celebrates his twenty-fifth anniversary with the settlement. . . . When Alta Social Settlement, Cleveland, reached its fortieth anniversary recently, it had a figurative mortgage burning. A gift of $14,320 from Mrs. Alta Rockefeller Prentice, for whom the house is named, paid off the mortgage.

In Print—"They Say About Group Work," published by the Union Settlement of Hartford, contains five papers originally prepared by professional experts as lectures for the settlement's in-service training program. The subjects cover group work in its relationship to biological, psycho-social and psychiatric theories, as well as the more practical aspects of supervision and record keeping. Authors are Mark Graubard, S. R. Slavson, Alexander R. Martin, Arthur L. Swift, Jr., Clara A. Kaiser.

Youth and Schools

THE Rev. Denton M. Gerow of Washington, D. C., has made public an analysis of the replies received from "several hundred nationally prominent figures" to the question: "What in your opinion is the most fundamental need in the lives of the young people of America today?" The answers represent an adult point of view, and vary sharply from the formulations of organized youth. Mr. Gerow states that the replies he received fall into six general groups: "a clearer understanding and appreciation of religious and spiritual values," 25.6 percent; sufficient educational training to enable youth "to develop a sound philosophy of life and conduct," 21 percent; profitable work "under the system of American free enterprise," 18.3 percent; "personal initiative, strong character, and the development of discipline for good citizenship," 15.5 percent; "a firm stand in loyalty to American democracy," 11.5 percent; "improved home environment," 8.1 percent. Those answering Mr. Gerow's question are active in politics, industry, and education.

Summer Plans—"The Democratic Way—an Educational Process" will be the theme of the fifteenth annual meeting of the American Association for Adult Education, to be held in New York City, May 20 to 23. The program includes nine general sessions, two business meetings for members only, some

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forty section meetings, two luncheons, and the annual dinner. . . . A two-week Summer Institute for Social Progress will be held again on the Wellesley College campus. The 1940 dates are July 6 to 20, and the topic: "What Can the American Voter Do to Build Democracy in a War-Torn World?" Details from G. E. Osgood, secretary, 14 W. Elm Avenue, Wollaston, Mass. . . . The Merrill-Palmer School, Detroit, Mich., will offer "a summer workshop in child development" from June 24 to August 1. The program will be planned for both men and women supervisors, teachers, extension workers, group leaders, and social workers, "who wish to gain an understanding of the growth and development of children in the family." The laboratory will be the nursery school and recreational groups in a summer camp. . . . The Vassar Institute of Euthenics, Poughkeepsie, N. Y., will hold its fifteenth annual session, June 20 to July 31, providing opportunity to a group of parents, teachers, and college seniors for the "study of human relationships and the application of the arts and sciences to the betterment of human living." The institute will open this year with an independent introductory session, June 20-23, on "women's education, present and future," planned particularly for Vassar alumnae attending the college's seventy-fifth anniversary.

NYA—College students who are carrying National Youth Administration jobs in addition to their academic programs receive higher than average grades, according to a recent survey made public by Aubrey Williams, NYA administrator. The survey, which covered 62,000 students in 666 institutions located in forty-six states, the District of Columbia, and the territories, disclosed that in 80 percent of the colleges NYA students rank higher in scholarship than the general student body. Two thirds of the NYA workers had academic averages that placed them in the upper half of the student body. . . . The research department of the NYA in New York City has issued a revised edition of its Directory of Youth Organizations, first published in 1937. The new 300-page mimeographed volume, under the editorship of Mrs. Mary Rodgers Lindsay, director of research and information, lists the addresses, officers, platforms, purposes, aims, and structure of more than 280 national and city youth groups. The platforms of youth groups, as they are here summarized, reflect the concern of young people with problems of economic security. The 1937 directory showed that many of the groups then had a peace plank in their platforms. The new platforms no longer show merely an advocacy of peace, but a trend toward specific proposals for maintaining peace. Another trend is the increasing tendency of churches and religious bodies to develop a definite youth program of creative group work and recreational opportunities. The directory will be sent without charge to agencies making a written request of Mrs. Lindsay at 265 West 14 Street, New York.

HENRIETTA ADDITON

For most people it would be a long jump from the post of director of welfare of New York World's Fair to that of superintendent of Westfield State Farm, New York's reformatory and prison for women at Bedford Hills. But, for Henrietta Additon, it was just another step in a professional career which, for more than twenty years, has been in the field of crime prevention. The stretch at the World's Fair was only an interval. Miss Additon organized and directed the Juvenile Crime Prevention Bureau in the New York City Police Department and was a deputy commissioner until 1935. She was a member of the State Crime Commission and, until her appointment to Westfield, of the State Commission of Correction.

"Jim Crow" Texts—The Mississippi legislature, after first accepting the proposal of its senate education committee for "Jim Crow" civics textbooks in the public schools, has reversed its initial action and turned down the scheme. In adopting a measure to provide free textbooks in the first eight grades, the senate included, by a 37 to 9 vote, an amendment which would have provided separate civics texts for Negro schools. The education committee, which brought forward the amendment, stated that the civics texts for Negroes would "deal mostly with history" and that "instructions in such principles as voting" would be eliminated. A leading advocate of the amendment argued: "Under the Constitution the Negro is a citizen and of course we know and accept that. But he can never expect to be given the same educational and social privileges with the white man and he doesn't expect them. The best education we can give him is to use his hands, because that's how he must earn his living. It always has and it always will be." Protests against the plan poured in from individuals and organizations, North and South. A week later, in a session of the state senate described in the press as "one of the bitterest of recent years," the "Jim Crow" amendments were eliminated from the free textbook bill.

Religious Training—The McLaughlin bill, permitting public school children to be absent for religious instruction during school hours, was signed last month by Governor Herbert Lehman of New York. It had passed the state senate by a vote of 46 to 1, the assembly by 113 to 7. The measure does not fix the amount of time for which pupils may be excused. The new law supplants a Board of Regents' rule under which local school officials were permitted to release children from school for religious instruction for not more than one hour a week at the close of a session. The measure had the vigorous backing of certain religious bodies. It was opposed by several liberal groups, who saw in it an encroachment upon the constitutional guarantee of freedom of religion which presupposes the separation of church and state.

Minnesota Study—Only four out of ten of the ablest highschool pupils in Minnesota enter an institution of higher learning within a year after their graduation from highschool, according to a joint study recently made by the University of Minnesota and the State Department of Education. The study covered not only entrance to the university but also to junior colleges, state teachers colleges, and independent liberal arts colleges. The group studied was made up of the highest 30 percent in the highschool classes. Of the Minneapolis-St. Paul, group, 3.29 percent more went on to college than of those from highschools outside these centers. Of the able students who did not go to college, one third stopped their formal education at the highschool level for lack of funds.

Record and Report—The proceedings of the Middle Atlantic States Regional Conference on Adult Education and the Pennsylvania State Conference on Adult Education, held in Philadelphia in late October, are now available in pamphlet form. Mitten Hall, Temple University, Philadelphia. . . . A study guide "looking toward the improvement

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of rural life in the community" has been prepared by the Youth Section, American Country Life Association. From the association, 297 Fourth Avenue, New York. . . . An illustrated description of rural library service in many states and communities, and what it means to children and adults, is given in Farmers' Bulletin No. 1847, prepared in the Bureau of Agricultural Economics. Price 10 cents from the superintendent of documents, Washington, D. C. . . . The latest volume in the series of studies in the social significance of adult education in the United States is "Training for the Job: Vocational Education for Adults," by Frank Ernest Hill. Price $1.25 from the American Association for Adult Education, 60 East 42 Street, New York.

Camps and Camping

EXPERIMENTAL camping units may be set up in Massachusetts by the U. S. Department of Interior, if plans under consideration are carried out. According to *The Bulletin,* publication of the Boston Council of Social Agencies, these units would be built in state parks by the federal department and offered for use this summer to selected organizations at nominal rentals. Similar experiments carried out in other states in the past have proved successful. [See *Survey Midmonthly,* October 1939, page 316.] The state of Massachusetts also may allow lessee organizations to erect their own buildings in camping areas within state forests.

Pan America—A western hemisphere encampment at Camp Andree in Pleasantville, N. Y. will this year take the place of the usual international girl scout encampment at Adelboden, Switzerland. Girls between the ages of sixteen and eighteen from South and Central American countries, the West Indies, Canada, Bermuda, and Newfoundland have been invited to attend the encampment, August 14-18, and to bring samples of their countries' crafts along with "any musical instruments they may be able to play." Their expenses will be paid from the Juliette Low Memorial Fund. American girl scouts are to act as hostesses.

Behavior Problems—The extent to which the social work approach has become a part of camp philosophy is illustrated in a booklet, "Solving Camp Behavior Problems," by J. Kenneth Doherty, published by the Association Press, 347 Madison Avenue, New York, price 50 cents. Written for the guidance of the counselor in meeting problems presented by individual campers, the booklet presents clues as to their underlying causes and suggests methods of dealing with them. Though timidity, eating problems, homesickness, enuresis, sex problems, showing off, stealing are discussed as symptoms of deeper maladjustments, the purpose is not to make a psychiatrist of the counselor in ten easy lessons but to aid him in securing an intelligent insight into the problems which may confront him. "The summer camp," warns the author, "should never become a psychological clinic for diagnosis and treatment of behavior problems."

Work Camps—This summer many young men and women will combine an outdoor life with work and study in the various work camps dotting the country from east to west. Work Camps for America, 289 Fourth Avenue, New York, recommends five of these for persons between the ages of eighteen and twenty-four. They are at Dayton, Ore., Monteagle, Tenn., Bridgeport, Conn., West Park, N. Y., and on Lake Erie near Cleveland, Ohio. The work projects usually consist in developing recreational facilities for the surrounding community; the study programs, in learning of the social, economic, and cultural patterns of the people which make up the community . . . . Announcement is made that Associated Work Camps, in cooperation with various educational, social, and civic organizations, will conduct this summer, June 28 to August 22, three coeducational voluntary work camps for highschool age young people. Their purpose: "the performance of socially useful work helping toward well-rounded educational experience and intelligent democratic citizenship." The camps are located at Netcong, N. J.; Bottsford, Conn.; Pine Mountain, Ky. For details query Ormsbee W. Robinson, 33 Central Park West, New York.

Changes—Recognition of the vacation needs of the unemployed as well as of the tired-out working girl has brought about significant developments within the past decade of depression in the policies and procedures of the Jewish Vacation Association in New York. The association, which provides inexpensive vacations for girls over eighteen at two camps—Lehman House in the mountains and Bay House at the seashore—found that unemployed girls require a more active and supervised camp program than the overworked immigrant girls who had been the campers of its earlier years and who were content just to lie in the sun. The program now includes supervised excursions, athletics, crafts, all offered on a voluntary basis. Though the association's campers are by no means all unemployed, the consideration of the problems of the unemployed girl first made it apparent that there would be definite value in a follow-up program. Accordingly four years ago a winter program was begun which has become an integral part of the association's work. Clubs of past campers concerned with various activities and interests meet regularly, thus enabling the girls to keep in touch with one another and to feel that the friendly advice of the camp counselors is still available to them. The association also acts as a referral agency to other community resources when individual problems arise. Last summer its two camps took care of some 700 girls, approximately two thirds of whom paid their own $10 weekly expenses; one sixth paid part of their own expenses; one sixth received full camp scholarships either from the association or from other social agencies.

Relief

"RELIEF programs for the past several years have been so inadequate that no degree of economic recovery in the near future would justify any immediate retrenchment," said the memorial sent to President Roosevelt last month with the signatures of 350 prominent social workers, educators, clergymen, and public officials from all parts of the country. The memorial was initiated by the Citizens Committee for Adequate Relief Appropriations, which came together under the chairmanship of Prof. William H. Kilpatrick. The document cites facts and figures to illustrate its four major points: for certain groups no relief is available; relief granted is often inadequate; WPA employment is insufficient; dismissals from WPA cause great hardship.

It refers to the system existing "in most southern states" and in some large cities such as Washington, St. Louis, and Kansas City of excluding all families with employable members from any relief other than surplus commodities. As examples of states where relief, when granted, is entirely inadequate, it points to Arkansas, Mississippi, and Oklahoma where the monthly average per family is $5. It also points out the fact that, during the last quarter of 1939, an estimated 20 percent reduction in unemployment from the corresponding period of the previous year was met with a 35 percent reduction in WPA rolls. It cites the recent study in twenty-three cities which showed that persons dismissed from WPA are earning an average of only $8.23 per week. [See *Survey Midmonthly,* February 1940, page 68.] After the presentation of facts and figures, the memorial urges that the human question involved in budgeting for relief be not obscured by questions of political expediency; that the federal government accept its "inescapable responsibility to see

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that work or relief is provided for every needy family in the land."

Rubbing It In—A pauper's oath for each relief check is the new requirement of relief recipients in White Plains, N. Y. The regulation was made by welfare officials after a justice of the State Supreme Court ruled that only those relief recipients who actually had made a misrepresentation of facts at the time of application could be charged with fraud, thus leaving immune the so-called "chiselers" who were without resources at the time of application but failed to inform authorities of later good fortune.

Work Credit — Relief recipients in Pennsylvania who "avail themselves of public school vocational training and retraining opportunities" now can count this as "work credit" under the relief work program of the Department of Public Assistance established last summer by the Pierson Act. [See *Survey Midmonthly,* July 1939, page 220.] This liberalized interpretation of the act was provided by a recent resolution of the State Board of Public Assistance. Credit will be based on hours of training attendance, at a money rate prescribed by the county boards, but will be granted "only so long as the record . . . is satisfactory to the authorities giving the course." Unlike the work requirements of the RWP, the acceptance of training opportunities will be entirely voluntary on the part of relief recipients.

Rent Costs—With size of case load practically unchanged, the Milwaukee County Department of Outdoor Relief (now the Milwaukee County Department of Public Assistance) last year paid 64 percent more for rents than the year before. Pointing out this startling fact in the department's report for 1939, Benjamin Glassberg, superintendent, explains that increasing difficulties in finding suitable living quarters for relief recipients caused rent schedules in 1939 to be raised by more than $1 per grant. In addition, WPA layoffs made it necessary for the department to assume full responsibility for many families which had previously received only "supplementary" assistance, thus raising considerably the proportion of families for whom the department paid rents.

Take It and Like It—Protests against Pennsylvania's Eckels Act which forces milk on relief clients [see *Survey Midmonthly,* September 1939, page 286] are growing in volume. These come not only from those children who "never liked milk anyway" but from public health nurses, social workers, and nutritionists who have spent many weary hours demonstrating the value of cheap milk substitutes — powdered milk, evaporated milk, cheese—only to find many of their poorest clients in possession of more fresh fluid milk, at 12 cents a quart in the large cities, than they can use. Nobody would begrudge this abundance if the cost of the milk were not deducted from the families' budgets, in many cases precluding the possibility of a balanced diet. Not only does this "milk regimentation" knock budgets topsy-turvy, but it prevents families in areas where the federal food stamp plan is in operation from taking full advantage of the plan. Since they receive the milk "in kind," they are deprived of the blue stamps which would be theirs if their milk could be purchased in cash *via* orange stamps. The act also causes the state to forfeit approximately $40,000 a month in federal reimbursement for aid to dependent children and old age assistance expenditures because of the substitution of milk for cash.

Professional

THE sincerity of public welfare workers' desire for professional knowledge is indicated by the response in New Jersey to non-credit courses offered this spring by Rutgers University. The courses, in local welfare administration, are being given in Newark and Camden at the request of an educational committee appointed by the New Jersey Association of Overseers of the Poor and Welfare Directors. Over 100 persons are enrolled, representing eighteen of the state's twenty-one counties. The majority are welfare directors or employes of local welfare offices concerned with the administration of relief, although some public assistance employes are registered. In many cases the $10 enrollment fee has been paid by the municipality.

During the past three years, the university extension division has cooperated with the division of old age assistance of the State Department of Institutions and Agencies in offering courses in various parts of the state for employes of the county welfare boards. [See *Survey Midmonthly,* November 1939, page 353.] Subjects have been social case work, mental hygiene, community organization, and public welfare administration.

Meetings—The committee on religion and health of the Federal Council of Churches of Christ in America is sponsoring two regional conferences this summer: in New York, July 29-August 2; in Chicago, July 30-August 10. Programs from the council, 297 Fourth Avenue, New York. . . . The annual meeting of the National Federation of Settlements will be held September 24-28 at a still undetermined country place in the Pocono mountains, readily accessible from New York and Philadelphia. The conference will concern itself chiefly with discussion of settlement program material for different age groups and with evaluation of certain program projects with which settlements have been experimenting.

Informal Education—The Silver Bay Summer School for persons engaged, not necessarily professionally, in informal education will be held July 11-31 and August 1-21 at Silver Bay on Lake George, N. Y. For details address the director, 263 Alden St., Springfield, Mass.

Institutes—Hull-House, Chicago, is arranging an institute, June 28-July 29, in which a group limited to twenty will join with the staff in examining, analyzing, and reconstructing current methods and philosophies "in an attempt to arrive at a practical approach to community problems." Applications close May 28. For details address Jess Ogden, director of adult education, 800 South Halsted Street, Chicago. . . . The University of California's department of hygiene is offering an institute, July 1-20, on the "Public Health Aspects of Maternal and Infant Hygiene" through its division of nursing education. Inquire of Ruth W. Hay, assistant professor of nursing education, University of California, Berkeley.

Refugee Service—The New York School of Social Work announces a seminar, June 17-28, on social service for refugees. It is designed for experienced social workers, with preference in registration given to persons working outside New York City. For details address the school, 122 East 22 Street, New York.

Summer Sessions—In cooperation with the Farm Security Administration and the New York State Charities Aid Association, Cornell University is offering this summer, for the first time, short courses for rural social welfare workers and FSA supervisors. The program, July 8-26, includes morning classes and afternoon seminars with extracurricular features, such as picnics and swimming, offered by the facilities of the campus. The staff of instruction includes members of the Cornell faculty and specialists from the cooperating agencies. For details address Josephine Strode, 308 Warren Hall, Cornell University, Ithaca, N. Y. . . . The summer session of the University of California, July 1-August 9, will include over 300 courses in thirty-nine departments and will engage a teaching staff of 189, of whom sixty-two will be visitors from other educational institutions and from fed-

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eral and state governmental departments. In addition to the courses, many of which are designed to meet the professional needs of social workers, nurses, public health workers, and so on, there will be a group of special conferences for people unable to spend the full six weeks on the campus. Recreational facilities, both on and off campus, sound very alluring. For details write Dean Raymond G. Gettell, 104 California Hall, Berkeley, Calif.

Best Seller—Surpassing in its early sales any other book published by the Russell Sage Foundation in thirty years of publishing, "Your Community," by Joanna C. Colcord, is now in its fourth printing. It is frequently ordered in quantity by study groups, women's clubs, and schools, and in two states it has been made the basis for statewide programs surveying community needs.

People and Things

A COLLECTION of one hundred photo studies on immigration by Lewis W. Hine, the well known photographer, recently acquired by the library of the Russell Sage Foundation, forms the beginnings, it is hoped, of a permanent collection of documentary prints available for current and future use. The New York School of Social Work also has acquired a number of Mr. Hine's social and industrial studies, at present hung in the class and assembly rooms.

Honored—Mrs. Franklin D. Roosevelt received *The Nation's* first annual award for distinguished service in the cause of social progress at a dinner on May first, commemorating the periodical's seventy-fifth anniversary. The first lady was presented with a plaque with the citation: "For her helpful interest in the problems of young men and women and for her quiet, intelligent, and dogged defense of democratic principles." . . . In recognition of a lifetime of devotion "to helping build higher character in youth and train them for citizenship through many agencies especially through the Boy Scouts of America . . ." the National Institute of Social Sciences has awarded one of its 1940 gold medals to James E. West, chief scout executive. Other medals were awarded to Carrie Chapman Catt and Wendell L. Wilkie.

In Memoriam—The National Committee on Red Cross Nursing Service of the American Red Cross has undertaken to create a permanent and tangible memorial in honor of Malinde Havey, the distinguished and beloved director of the service who died in September 1938. The memorial will take the form of a loan fund to help Red Cross nurses on active duty meet unusual financial obligations. The fund, started with an anonymous gift of $500, will be held and administered by the American Red Cross.

Public Service—Byron Mitchell, whose work as director of the Texas State Employment Service has attracted wide attention, has been appointed director of the employment service division in the Bureau of Employment Security of the Social Security Board. He succeeds William H. Stead who resigned to go to Washington University, St. Louis, as dean of the School of Business and Public Administration with administrative supervision of the George Warren Brown department of social work. . . . The University of Michigan has given a year's leave to Professor Howard Y. McClusky, assistant to President J. D. Bruce, in order that he may accept the appointment of assistant director of the American Youth Commission. . . . Two new appointments have been made by the National Resources Planning Board: Dexter N. Keezer, president of Reed College, Portland, Ore., as a member of the science committee at the designation of the Social Science Research Council; Philip H. Elwood, head of the department of landscape architecture of Iowa State College, as regional chairman for Region 6, embracing Iowa, Kansas, Minnesota, Nebraska, North Dakota, South Dakota. . . . New advisory public health nurse in the New Jersey State Department of Health is Elizabeth Curtis, recently on the staff of the East Orange Girls' Vocational School. . . . Helen Swift has resigned as supervisor of the children's division of the Washington State Social Security Department. Temporarily filling her place is Ruth Fitz-Simons, assistant to the state social security director. . . . Helen Phelan, headworker of Merrick House, Cleveland settlement, has been appointed administrator of the new Valley-View Homes, a low rent housing project in the city's Tremont area.

Elected—Professor Walter W. Stewart of the Institute for Advanced Study, Princeton, N. J., has been elected chairman of the board of trustees of the Rockefeller Foundation, succeeding John D. Rockefeller, Jr., who had served in that position for twenty-seven years. Mr. Rockefeller's retirement was dictated by the foundation's policy of retiring all officers and trustees at the age of sixty-five. . . . Adolf Meyer, director of the Henry Phipps Psychiatric Clinic, Baltimore, Md., recently was elected president of the National Committee for Mental Hygiene. . . . The American Committee for the Protection of Foreign Born, at present engaged in an intensive campaign to prevent passage of the numerous anti-alien bills pending in Congress, last month elected as its president, Carey McWilliams, chief of the California Division of Immigration and Housing. . . . New chairman of the national committee of the American Civil Liberties Union, succeeding Dr. Harry F. Ward of the Union Theological Seminary, is Prof. Edward Alsworth Ross of the University of Wisconsin. He shares direction with the Rev. John Haynes Holmes of New York, chairman of the board.

New Jobs—To its professional field staff the Association of Junior Leagues of America has added Gwynedd Owen, recently executive secretary of the Youth Consultation Service of the Church Mission of Help in southern Ohio. Miss Owen will work chiefly in New England and Canada. . . . Tom E. Wintersteen of the Buffalo Council of Social Agen-

Washington Press-Photo Bureau

RILLA SCHROEDER

As its Washington commentator this month, succeeding Glen Leet [see page 169] *Survey Midmonthly* presents Mrs. Schroeder, for years a keen observer of the course of social legislation in the capital and an experienced newspaper writer who has been informally associated with Mr. Leet in carrying on his *Washington News Letter*. Mr. Leet has been appointed executive secretary of the Rhode Island State Department of Social Welfare, a job which keeps him full time in Providence. The *News Letter* will continue until the end of the congressional session, and, since it is "out of the red," probably will be resumed next year. The Washington Social Legislation Information Service, which Mr. Leet organized, is now well under way.

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cies has gone to Chattanooga, Tenn., as executive secretary of the Social Service Bureau. . . . Elling Aannestad, formerly with the New York State Charities Aid Association, has been named director of welfare for the 1940 World's Fair, New York, a post held last year by Henrietta Additon. [See page 175]. . . . Elizabeth Hill, formerly with the American Red Cross, is the new director of the Los Angeles Visiting Nurse Association.

Abroad—The American Red Cross delegates in Europe have been joined by two new workers, H. Sherburne House of New York and Raymond T. Schaeffer of St. Louis, both seasoned Red Crossers. The ARC delegation has its office in Geneva, though its work is largely in supervising the distribution of relief supplies in Poland.

See America First—Housing at home will be the objective of the 1940 tour of the National Public Housing Conference. Under the leadership of Helen Alfred, a circular coast to coast itinerary is planned to include Washington, Knoxville, Atlanta, New Orleans, San Antonio, Los Angeles, and San Francisco. Full details from NPHC, 122 East 22 Street, New York.

Renamed—Greer School is to be the new name of Hope Farm, "a social service organization caring for and educating children from the age of six through highschool graduation," located in Dutchess County, New York. The change was made because of difficulties encountered by graduates who found that many prospective employers became confused by the word "farm," assuming either that the school was one for delinquents or that its purpose was to train farm hands. The new name was chosen in honor of Bishop David H. Greer, the founder.

Moved—The Chicago Council of Social Agencies changed its quarters the first of this month. New address: 343 South Dearborn Street, Chicago.

Deaths

DR. SIDNEY D. WILGUS, at his home in Rockford, Ill., a pioneer student and practitioner of psychiatry, long associated with the state institutions of Illinois.

DEBORAH HOPE HARRUB, in Taunton, Mass., for several years professionally active in YWCA work: three years with the national board in New York, five years with the New Bedford, Mass. YWCA. At the time of her death, Miss Harrub was personal counselor at the YWCA in Providence, R. I.

Readers Write

Correction and Comment

TO THE EDITOR: In your issue of March 1940, in brief comment on the California Conference of Social Work [see "State Conferences: Tools for Action," page 96], the statement occurs that certain "unexpected resolutions" were put through "after the conservatives had gone home to dinner." May I call your attention to the fact that the action referred to was not on resolutions but on proposed amendments to the by-laws, and that they were not "unexpected."

Executive Secretary ANITA ELDRIDGE
California Conference of Social Work

TO THE EDITOR: For the sake of clarity, I should like to comment on the impression of the California Conference of Social Work conveyed in the article "State Conferences: Tools for Action" in your March issue, an impression which many of us feel is erroneous.

The conference is California's only statewide organization with a primary emphasis on welfare. Despite a wide range of opinion on method, the membership is drawn together by a common concern for the public welfare. It is true that some dream longingly of a conference made up purely of round tables or even greater remoteness. But many of us believe that in addition to round tables, the conference, employing to the full the processes of democracy, must allow its majority opinion each year to place it in a direct and vital relationship to the burning social issues of the day. The constitution amply provides for this.

Such friction as you have heard of in our conference has grown, I think, out of a certain resistance on the part of forces having control of administrative machinery to allow a fair and reasonable degree of participation from what are known as the "progressive" forces. The earlier fear that the progressives sought "monopoly" has been breaking down, however. This year the inability of public welfare rank and file staffs to attend the conference resulted in only a tiny progressive delegation. Even so, all but one or two of the dozen or more resolutions proposed by the progressives for an adequate welfare program, for peace, and for the rights of labor, passed with little opposition. This indicates in a healthy fashion, I think, that the unavoidable hostility created at first by the progressives' insistence on representation is wearing away, and that issues are being considered on their merits rather than on "who proposed what."

Los Angeles, Calif. ROSE SEGURE

Getting Somewhere

TO THE EDITOR: At last we are getting somewhere in this discussion on rural social work. I've worked in settings undeniably rural and in others definitely urban. I've quarreled with a great deal that has been said about essential equipment for rural work. It isn't so different. One must be humble and not afraid to be green beside another's experience and knowledge.

But at last we are getting places. Miss Dodd [see "Miss Bailey Goes Visiting," *Survey Midmonthly,* March 1940] didn't learn about smooth-mouthed mules at a school of social work (one could be facetious), but she learned about people "and if you work with people in these parts you learn about mules." That might be expanded to a comment about working humbly and understandingly with people anywhere. And I don't think Miss Dodd's whole "learning about people" was at a school of social work, either.

Then, Caroline Wright from Northampton. [See "What It Takes," *Survey Midmonthly,* March 1940, page 115.] She is on the right track but goes a bit categorical. I would qualify her statement that rural social workers should have "a good knowledge of" such things as cooking and first aid, by inserting "or a genuine, intelligent interest in. . . ." For the sake of the occasional male in the field I would permit the substitution for cooking of some basic masculine activity, such as handling a horse or a tractor. I agree that the rural social worker must qualify in at least some of the community's basic human activities, but I hold that the rural field has no corner on that requirement. I agree that the rural worker should be equipped with ski pants, rubber boots, a strong sense of direction, and familiarity with the Sears Roebuck catalogue; but I maintain that possession of a driving license is not enough. It takes more than a license to know that you can push a car uphill through snow that would stall you going down.

Since I can qualify on all Miss Wright's points I feel free to criticize them. HUGH GREGORY
New York State Division of Parole

Quite So

TO THE EDITOR: A client of the Yonkers Family Service Society addressed a letter of thanks for service rendered to—

The Self Service Society

Not so bad a name, psychiatrically speaking!

Yonkers, N. Y. JULIA V. GRANDIN

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Book Reviews

Big Little Book

MARRIAGE AND THE CHILD, by James H. S. Bossard. University of Pennsylvania Press. 178 pp. Price $2, postpaid by Survey Associates, Inc.

THE on-going of science has made us Americans confident believers in progress. Getting its momentum in material things, science was bound to move into that most difficult area, the human field, where it was "to crown the child with paramount importance." And so, with his usual scholarly discernment, Dr. Bossard, professor of child helping under the William T. Carter Foundation, has produced a big little book summarizing American child welfare work and its relation to marriage and the family. Philosophy and fact are well presented.

The opening chapters reveal the maturing of thinking and action with respect to child welfare; they show the development of science and sketch the several aspects of contemporary child study. The greater part of the book exemplifies the dynamics of sociological science. Here are facts on marriage, based chiefly on the author's Philadelphia research, that bear upon the welfare of children. These studies have to do with age, residence—"cupid's wings seem not adapted for long flights"—ethnic factors and intermarriage, selective factors in marriage, ecological areas and marriage rates, and the effect of the depression on marriage rates. The closing chapter is a lucid summary.

One feels as he reads this solid work so free of soft spots, that social science is in truth on the march, that perhaps our increasing child-mindedness will give us saving vision, and that perhaps after all of yesterday's and today's *deals*, the "i" has not completely dropped out of *ideals* for childhood and family life. Seldom does a book appear that contributes so much so well in so little space.

LEE M. BROOKS
University of North Carolina

Not So Much the Job

HEALTH IN RELATION TO OCCUPATION, by H. M. Vernon. Oxford University Press. 355 pp. Price $4.50, postpaid by Survey Associates, Inc.

THE author is an Englishman who has spent many years in the study of this subject and in gathering data, chiefly in England and Wales. He has had access to the statistics of the Register General, which cover mortality rates classified according to occupation, and also to the reports of the National Health Insurance Office, which give sickness rates according to occupation. Dr. Vernon believes that the influence of occupation is more indirect than direct, and that mortality probably is influenced more by conditions of life implied by certain occupations and by heredity than by the occupation itself. These three factors form the subject matter of the book, the first seven chapters covering the extent of ill health and discussions of heredity and environment (nutrition, especially); and the following six, the influence of occupation.

The most important element in social conditions, the wage scale, affects even the inherited constitution. Dr. Vernon quotes Julian Huxley to the effect that it is difference in nutrition between the social classes which determines most of the differences in physique and intelligence. These differences, as seen in the statistics of height and weight of children of the higher and lower classes, certainly are striking. "At every age, the members of the artisan class were about two inches shorter than those of the professional class." Even in the deathrates there is class distinction: the diseases which have excess rates in the lowest class being pneumonia, pulmonary tuberculosis and bronchitis; in the upper classes, angina pectoris, cirrhosis of the liver, diabetes.

The direct influence of occupation is probably responsible for only a small fraction of disablement in the working class and therefore remedial measures must be directed toward raising wages or lowering the cost of living in order to insure proper nutrition, and toward extension of social insurance for unemployment, invalidity, old age and so on. Such factors are dealt with in England far less thoroughly than are occupational diseases which now are controlled fairly successfully under the medical factory inspection service.

Certain sidelights in this English book will catch the attention of an American reader. Physicians practicing under the National Health Insurance now (1939) number 16,600. In 1936, agricultural laborers were added to the insured class and the number covered was raised to 19,170,000, all of whom are entitled to medical treatment, sickness benefit for a maximum of twenty-six weeks and disablement benefit after the expiration of that period. Estimates for a minimum wage are interesting. The food requirements for man and wife and three independent children (in Rowntree's study of poverty in York, a fourteen-year-old boy is counted as self-supporting) is 20 s. 6 d. —about $5.12. This includes only one egg a week, no butter or milk. Dr. Vernon insists that 60 s. a week is the minimum wage, but he finds one third of the families studied falling below that figure. The "desirable budget expenditure" calculated by the Engineers' Study Group on Economics amounted to £314.

The chapters on mortality in relation to occupation are full of valuable material for the industrial hygienist, based on the full statistics available in England, but for the non-professional reader the first of the book is more interesting.

Hadlyme, Conn. ALICE HAMILTON

Jeeter Lester's Literary Ancestors

THE SOUTHERN POOR WHITE: FROM LUBBERLAND TO TOBACCO ROAD, by Shields McIlwaine. University of Oklahoma Press. 274 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE basic idea of this fine book is to compare the literary treatment of the southern poor white with the social reality. President Francis P. Gaines, of Washington and Lee University, once performed a similar task of comparison for the plantation and found its literary portrait a paragon of romance in contrast to the reality. This author's conclusions are different. At the opposite pole from the planter stood the "poor white," a term first applied in the ante-bellum South to the ebb of the frontier, squatters stranded on the poorest lands. Their situation aggravated by poverty, whiskey, hookworm, malaria and inadequate diet, they came to be regarded as a permanent class.

From William Byrd's discovery of "lubberland" in North Carolina to Broadway's encounter with "Tobacco Road" the southern poor white has furnished a varied ingredient for American literature. In their progress through our literature, the Jeeter Lesters have been shunned by the humorists, patronized by the romanticists and evaded by the southern apologists. With the advent of southern realism they came into their own in the inarticulate and horrendous characters that Caldwell and Faulkner seem to fish out of abandoned wells. This social type sat for its first full-bodied portrait in the Joads of Steinbeck's "Grapes of Wrath," a work unfortunately not treated by McIlwaine. Urbane, competent, restrained, McIlwaine is at his best in the history of literary types. The definitive history of the poor white as a social reality remains to be written. RUPERT B. VANCE
University of North Carolina

Sane Living

WISDOM IN CONDUCT—AN INTRODUCTION TO ETHICS, by Christopher Browne Garnett, Jr. Harcourt, Brace. 458 pp. Price $3.50, postpaid by Survey Associates, Inc.

THE socially-minded will get from this ably written treatise a long range view of what human welfare means. Those who are too engrossed in problems of administration will do well to heed the words: "The ultimate test of the solution of all group problems lies in the effect upon the character and conduct of persons."

Intended for college students and lay

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readers, the book seeks to remove the fear that ethics has to be dull or abstract. Dr. Garnett does not search for some one, completely right answer for everybody. Rather he persuades us that ethics is simply the quest of those ways of conduct which, all things considered, are wisest. The occasions calling for such wisdom are too manifold to let any one principle in either classic or modern thinking suffice. "Right rules," whether commanded by external authority or by conscience, will not do because they leave insufficient room for individual discrimination and selection. Inward excellence, though important, cannot be the goal because the excellence vanishes when it is not expressed in conduct. Nor is there anything final about the will of a group, since groups too can do wrong. Wise living is rather a caring for the specific values for which individuals and groups ought to strive and can strive.

Here the author shows how individuals themselves can prevent and remedy such evils as backwardness, poverty, sickness, divorce. Then he moves on to the achieving of more positive goods, for example, recreation, friendship, marriage, vocational skill. The remaining chapters view these two problems of wisdom, negative and positive, as matters of group responsibility. The book is modern in stressing the need for community morals, not only to prevent ills which a wiser society would not have permitted to grow but to encourage the happier kinds of living.

Not all readers will accept the view that the final goal is happiness. Such great souls as Dr. Garnett mentions in conclusion chose tragedy rather than happy lives. That they too were wise, even social workers not given to philosophic disputation will readily admit. The author does not attempt to answer this puzzle. His best help seems to lie in his way of interrelating the individual and the social view of sane living.

Brooklyn, N. Y. HENRY NEUMANN

For Advanced Students

FUNDAMENTAL SOCIOLOGY, by E. J. Ross. Bruce Publishing Company. 698 pp. Price $3, postpaid by Survey Associates, Inc.

ACQUAINTANCE with Miss Ross' earlier elementary text, "Rudiments of Sociology," is essential for the fullest advantage from this, her latest work for advanced students.

The author divides her material into three parts: Bases of Sociology; Social Institutions; Social Problems. Within each are both fact and interpretation, the latter those of a Catholic sociologist. As noted in the preface, the text is "written especially for the Catholic reader."

Now, concerning the scope. The range is extensive, from social origins to current social activities and aims. Perhaps this

Columbia Books for Social Workers

THEORY AND PRACTICE OF SOCIAL CASE WORK
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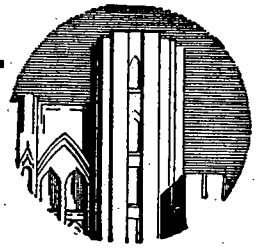

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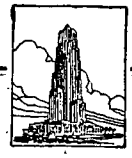

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